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AMERICAN CITY & COUNTY

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agan and the Infrastructure

AMERICAN CITY & COUNTY®

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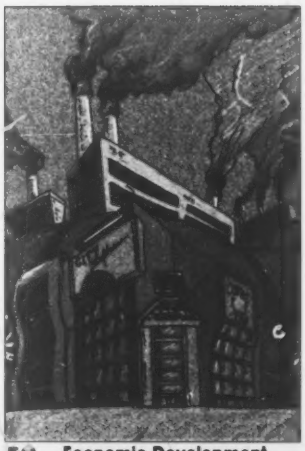
Cover illustration by Tim Williams, Atlanta



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A Vehicle to Move Ahead

Reno Mayor Peter Sferrazza sums up what will have to happen in the United States before the crisis of the crumbling infrastructure is solved — the people are going to have to get fed up.

Government officials are acutely aware of the problems and are striving to solve them, but citizen involvement is necessary. "When it deteriorates far enough, people will not stand for it," Sferrazza says.

The message isn't lost on the Rebuild America Coalition, which sees raising the public consciousness about the state of the infrastructure as one of its major missions. Coalition Chairman John Horsley says it is happening already.

"Gridlock is occurring because we've been under-investing in our public facilities," he says, "and it's causing a hue and cry from the general public that somebody's going to have to do something."

Horsley's two-year-old coalition could well be the vehicle that will move America forward on the road to better highways, safer bridges, rebuilt sewer systems, safer and more efficient air travel, expanded mass-transit systems and upgraded water-delivery systems.

The coalition was formed in the summer of 1986, an outgrowth of the National Association of Counties, which Horsley was president of at that time. Since then, 10 other groups — four public agencies and six private associations — have joined, including the National League of Cities, the U.S. Conference of Mayors, the American Public Works Association (APWA) and the National Council of State Legislatures. Representing the private sector are the Associated General Contractors of America, the National Homebuilders Association, the American Consulting Engineers Council, the American Society of Civil Engineers, the American Institute of Architects and the Public Securities Association.

Horsley, a commissioner from Kitsap County, Wash., says momentum is building. He has a goal of involving 100 organizations in the coalition, which he has chaired since its inception.

The Rebuild America Coalition is trying to put into action the recommendations made by the National Council on Public Works Improvement, which was appointed by President Reagan and Congress to conduct a two-year study of the nation's aging infrastructure. The council completed its study and issued a report titled "Fragile Foundations," which called for doubling in the next 12 years the amount of money spent on the infrastructure, increasing it from $45 billion to $90 billion.

The APWA reinforced the urgency in a resolution overwhelmingly passed at its International Public Works Congress in Toronto. Representing more than 25,000 federal, state and local public works professionals, the APWA requested that the president and Congress develop a National Public Works Policy that would respond to the needs pointed out by the council. The resolution asked for better coordination of public works investments and an increase in funding for education and research and development.

It also encouraged working with allied organizations through Transportation 2020 and Rebuild America and made reference to the need for public understanding of the problems.

Infrastructure repair and maintenance has languished during the past eight years, as this month's *American City & County* discusses. But it is encouraging to see so many governmental organizations and public works and related professionals joining forces to forge a solution to the crisis.

When so many groups come together with a single purpose, an enormous amount of pressure can be applied to such tasks as securing a release of the money that has accumulated (to offset the federal deficit) in the Airport Trust Fund ($6 billion-$10 billion) and the Highway Trust Fund ($10 billion-$11 billion). The Rebuild America Coalition urges "putting the trust back in the trust funds" and using the money collected from user fees and gas taxes for maintaining safe and efficient transportation systems and infrastructure.

But the key, as Sferrazza and Horsley agree, is getting public involvement. The first step must be education, as the APWA noted in its resolution. We hope the voices of the people will rise up and join the professionals and government officials before the infrastructure crisis becomes a catastrophe.

Sferrazza envisions the people eventually becoming so enraged they will want to turn their elected officials out and elect new leaders. But, he says, the elected leaders of today are aware of the problems and are trying to address them. The challenge is making the voters understand the dilemma and convincing them to become a part of the solution. □

—Janette Mitchell

cities grow," he said. "But a second trend is a change in the political climate. The next administration will be faced with a massive deficit, and there will be no great increase in spending.

"At the same time, there are many demographic changes going on. There are more minorities in positions of authority, and they represent a group whose need for social spending is great. It will be difficult to get these groups to focus on infrastructure needs. But they will inherit an infrastructure that is old and obsolete.

"This is complicated by the fact that our population is aging. There is a tendency for older people to vote against projects that require a long-term commitment which may affect their income."

Outgoing WPCF President Beth Turner noted unprecedented media attention to water-quality issues and problems in the United States, and said tough problems remain.

"Our national standard of living in itself presents a waste-disposal problem," she said. "We are disposing three times as many materials today into the environment as we were 25 years ago. Society must face up to the waste it generates, and our membership needs to be the common ground between the public and their government representatives."

James Abbot, vice president of HDR Engineering, Denver, was named new WPCF president, while Arthur Saarinen, senior vice president of Camp Dresser & McKee, Maitland, Fla., was installed as president-elect. The vice presidency went to Charles Kaiser, assistant executive director and general counsel for the Metropolitan St. Louis Sewer District, while Karl Mueldener, director of the Bureau of Water Protection for the Kansas Department of Health and Environment was elected treasurer.

Next year's WPCF conference will be Oct. 15-19 in San Francisco.

—Tim Darnell

New EPA Guidelines Regulate Tanks

New regulations have been issued by the U.S. Environmental Protection Agency (EPA) dealing with underground storage tanks, setting standards for designing and installing new tanks and for upgrading old ones.

Monthly leak monitoring is required of existing tanks, along with reporting leaks within 24 hours and contamination cleanup. Although they do not mandate a particular piece of equipment or recommend one monitoring strategy over another, they set minimal performance standards and guidelines in four monitoring strategies — automatic tank gauging, interstitial monitoring, vapor monitoring and groundwater monitoring.

States are free to enact more stringent standards, and 23 have done so. With help from regional EPA offices, states also will be responsible for enforcing and allocating federal funds to aid cleanup efforts.

"The message we want to get across is that more important than abiding by the regulations are finding and dealing with leaks," says Tom Young, EPA environmental specialist. "Abiding by the regulations will not absolve tank owners from the responsibility and costs of cleanup if they choose the wrong tank monitoring system or use it incorrectly."

"The new federal underground storage tank regulations scream at both big and little industries to clean up their act," says Michael Bouton, who designed an underground storage system for Arizona Instruments. "In the last decade, horror stories about tainted aquifers have made us aware that in some areas, soil contamination is at a saturation point."

SURVEY SPOTLIGHT

What 100 new manufacturing jobs mean to a community

aggregate personal income	$1.9 million
new retail establishments	7
nonmanufacturing jobs	64
population increase	202
family units	102
school enrollment	61
retail sales	$1.5 million

Figures represent a net change from 1970 to 1980 based on census data. Source: U.S. Chamber of Commerce.

Nominations Taken For Top 10 Leaders

Nominations are being accepted for the 1989 American Public Works Association (APWA) Top 10 Public Works Leaders of the Year Awards. Any non-elective, full-time employee of a federal, state, provincial, county or municipal government is eligible for selection.

Nominees must meet the following criteria: responsible for one or more major subdivisions of a governmental agency; majority of time and efforts are devoted to the design, construction, maintenance, and/or operation of airport, drainage or flood control facility, harbor, public building, sewage or refuse collection or disposal system, street or highway system, water supply system or any other type of public works installation.

Any individual or group may nominate one or more candidates. People submitting nominations need not be APWA members nor directly associated with public works. The deadline for nominations is Dec. 1, 1988, while supporting data is due Jan. 16, 1989. The winners will be honored during National Public Works Week, May 21-27, 1989. □

New Power Supply Installed in Barnstable

As waves of new development over Cape Cod, Mass., strain regional electric-generating capacity, frequent brownouts and outages have caused several disruptions in computer operations serving business, industry and government. With no end to power problems in sight, city administrators in Barnstable approved the installation of an uninterruptable power supply to protect the town's computer operations center.

The town depends on its Unisys B-1995 mainframe and network of 80 terminals and printers to manage its $52 million operating budget and transact every type of municipal business. Some of the most important applications running on the computer include electronic mail, property valuations and assess-

Reagan and the Infrastructure

END OF AN ERA

By Janette Mitchell and Kim Beury

In New Orleans, where South Jefferson Davis Parkway approaches bustling Washington Avenue, a bridge once carried six lanes of traffic over a drainage canal and a small rail corridor. But last spring the bridge — deemed structurally unsafe by the state — was closed and traffic rerouted. Business owners along the abandoned roadway have been besieging City Hall ever since.

The price tag for reopening South Jefferson Davis is $3 million, and John Wilson, assistant planning commission director, says the city is "up in the air" about what to do.

"It came as a complete shock to all of us," Wilson says. "We don't know what street project we will take the money from, to be honest. We will find the money but some other part of the city is going to suffer."

New Orleans, nicknamed "the Big Easy," often is described as "a city accustomed to the unexpected." But for several years nothing has been easy for city government, and officials have become accustomed to lurching from crisis to crisis and robbing Peter's project to pay for Paul's. The city in the past eight years has laid off 2,500 employees out of a 4,000-member workforce, temporarily closed down City Hall one day a week, and two years ago overcame a $30 million budget deficit, Wilson says. Now it is again facing a $20 million deficit in the operating budget for the last quarter, a situation he says is causing "all kinds of teeth gnashing."

AC&C Survey

When President Reagan leaves the White House in January, he likely won't have to be rerouted around South Jefferson Davis Parkway. But in New Orleans, some people will see the bridge's crumbling foundation as at least part of the president's legacy, says Mayor Sidney Barthelemy.

"There has been an attitude, a mind-set, in the past eight years in Washington that the federal government should shed its responsibility to local government ... almost anti-city. This is contrary to the whole philosophy of our forefathers that there would be a partnership between the federal and local governments," the mayor says.

City and county officials all over the country echo Barthelemy's sentiments and decry the state of the infrastructure — the crumbling bridges, overburdened sewer systems, contaminated water systems and highways that "have more potholes than the Ho Chi Minh trail," as Princeton economics professor Alan Blinder wrote recently. For the third year in a row, significant numbers of respondents to *American City & County's* annual Survey of Issues and Trends rated their local infrastructure needs serious to very serious. In 1988, 47 percent rated repair needs serious, and 38 percent rated the need for new infrastructure serious or very serious.

Policies of the Reagan administration that have affected infrastructure particularly include: the elimination of General Revenue Sharing, which was returning $4 billion to local government when it was abolished in 1986; scrapping Urban Development Action Grants earlier this year, which at their peak in 1980 were providing $675 million; trimming almost $1 billion from the Community Development Block Grant (CDBG) program in eight years; cutting U.S. Environmental Protection Agency (EPA) grants by more than half (from $4.9 billion in 1980 to $2.3 billion in 1988) and phasing out federal aid for wastewater treatment by 1994; 1986 Tax Reform Act provisions severely limiting local government access to capital markets; and to help offset the federal budget deficit, squirreling away billions of dollars in the Highway Trust Fund, reducing funds for road upkeep.

Despite the popular appeal President Reagan has enjoyed during his two terms and the high marks he has earned for his new federalism concepts and his economic philosophy, putting those ideas into practice has hurt cities and counties, local officials say. The words used repeatedly to describe the impact of his policies on the infrastructure are "disasterous," "negative," and "deplorable." *Continued*

Rate your need for infrastructure repair

	1986	1987	1988
Serious/Very Serious	46%	37%	45.8%
Normal/Moderate	45.2%	52.1%	45.4%
In Good Repair	8.4%	10.4%	8.3%

Rate your need for new infrastructure

	1986	1987	1988
Serious/Very Serious	35.7%	35.5%	38%
Normal/Moderate	59%	56.9%	56.3%
Not Needed	4.2%	6.2%	4.4%

Which facilities most need repairing?

	1986	1987	1988
Streets/Bridges	64.7%	62.1%	63.2%
Wastewater	50.6%	42.7%	44.8%
Water Supply	29.1%	26.5%	25.7%
Public Buildings	16.5%	11.4%	14.5%
Refuse Disposal	6.9%	8.5%	11.5%
Parks/Recreation	7.3%	8.1%	8.6%

What new facilities are needed?

	1986	1987	1988
Streets/Bridges	38.7%	40.3%	41.6%
Wastewater	37.9%	33.2%	33.6%
Water Supply	22.6%	24.1%	25.4%
Public Buildings	13.8%	12.3%	17.1%
Refuse Disposal	7.3%	6.2%	12.7%
Parks/Recreation	4.6%	9.0%	7.4%

How much money is needed for repair?

	1986	1987	1988
Less than $1 million	20.3%	21.3%	16.8%
$1 million-$5 million	30.3%	28.4%	29.5%
$5 million-$10 million	22.6%	21.3%	21.2%
$10 million-$20 million	8.8%	12.3%	8.8%
More than $20 million	13.4%	13.7%	19.2%

When National League of Cities (NLC) Executive Director Alan Beals announced results of the league's annual fiscal survey last summer, he said, "Hometown America is holding its own, but it's also holding the bag for a lot of dubious, deplorable and sometimes destructive federal policies. The backbone of America — our cities and towns — is bending under an increasing load. Whether this burden will continue to grow more cumbersome, or whether it will be relieved through a more responsible set of national policies is one of the urgent questions ... for the next administration." The NLC survey showed that 50 percent of the cities responding expected their spending to exceed revenues for fiscal 1988.

"The Reagan years have been very harmful to the cities, particularly older cities, and not just in terms of the infrastructure," says Trenton, N.J., Mayor Art Holland, president of the U.S. Conference of Mayors. "Throughout the nation, cities are in disaster." Trenton is atypical in that its infrastructure is holding up pretty well, but Holland says his main concerns are social — drugs and the affordable housing crisis.

Drugs are the nation's number one problem, the worst problem he has seen in 26 years in office. But "given what's been happening across the country with bridges falling down, the infrastructure is probably the equivalent on a physical side to drugs on the human side," Holland says.

Barthelemy says the social structure is deteriorating faster than the infrastructure, but the two are tied together.

"If there's a callousness and lack of responsibility to the infrastructure, it also applies to our social fabric," he says. "It's the same attitude — 'Oh, the bridge? That's New Orleans' problem. Oh, the drugs? That's New Orleans' problem.'"

In 1984, New Orleans was receiving $89 million a year in federal and state aid. Today it gets $22 million. Barthelemy now is fearful that more bridges and overpasses will be declared unsafe.

Mayor Peter Sferrazza of Reno, Nev., says the Reagan years also have been negative in his city, where almost everything has been cut back and the city has been unable to keep up with its growth. "When you take away a federal program and don't provide local ways to fund it, you simply lose that program," he says. "The job of providing the infrastructure has been transferred to local governments, which can't handle it because of revenue caps."

Dick Cushing, city manager of Olympia, Wash., says the loss of revenue sharing had one of the greatest impacts on the infrastructure. "A lot of cities used revenue sharing mostly for infrastructure improvements, and the loss of revenue sharing means that now those projects just don't get done."

Cushing says he has an absolutely negative feeling about the Reagan administration. "I think they've just abandoned the cities. As far as I can tell, cities are of little consequence or concern to the Reagan administration. The cutbacks to take care of Reagan's desires for military spending have come at the expense of cities."

The administration defends the cuts in federal aid by citing the national deficit, the long-range positive effects of the president's policies in terms of forcing creative decisions, and the advisability of keeping many decisions on a local level.

State of the infrastructure

Just how bad is the infrastructure?

Congress' Joint Economic Committee reports that the price tag for infrastructure work needed in the next 15 years is about $1 trillion. Highways and bridges will need $720 billion worth of work; mass transit, $178 billion; water works, $96 billion; and wastewater systems, $163 billion.

The congressionally appointed National Council on Public Works Improvement, which studied the infrastructure for two years, issued a report titled "Fragile Foundations," which gave the nation's public works an overall report card rating of C-minus and called for a 100 percent increase in infrastructure capital investment.

The Federal Highway Administration (FHA) told Congress two years ago that more than 240,000 of the nation's 575,000 bridges were deficient and it would cost as much as $51 billion to repair and replace them. More than 4,000 bridges now are closed to all traffic, according to John Ahlskog, FHA bridge management chief.

Approximately 450,000 tons of waste are being generated every day, 95 percent of which is disposed in landfills rapidly reaching the end of their disposal capacity, according to another study by the national council. The EPA says that by 1992 half of the country's municipal landfills will be closed.

Several years ago, the U.S. Army Corps of Engineers inspected all non-federal dams and reported that 3,000 of them were unsafe.

Public officials say that the infrastructure has been deteriorating for more than 30 years and previous efforts focused on building new infrastructure rather than maintaining the old. Part of the problem is that in many cities, such as Oklahoma City, major public structures were built all at once, and are wearing out all at once.

"Fragile Foundations" reported that despite the importance of public works, total public spending on infrastructure dropped from 3.6 percent of the Gross National Product (GNP) in 1960 to 2.6 percent in 1985. The study further pointed out that the decline in capital spending on public works dropped from 2.3 percent of the GNP in 1960 to 1.1 percent in 1985.

The NLC's "Financing Infrastructure" report indicated that local governments now provide half of the more than $100 billion spent each year to build, maintain and operate public works systems — up from 38 percent 20 years ago.

John Horsley, past president of the National Association of Counties and president of the Rebuild America Coalition, says the nation's infrastructure demands a sustained commitment of 2 to 4 percent of the GNP to capital improvements. "But over the past 20 years our spending as a nation has declined for new capital projects ... Now included in that reduction has been the last eight years where every category but highway construction funding (federal gasoline tax was raised from 4 to 9 cents a gallon) has been curtailed."

Ironically, local officials responding to *American City and County's* 1988 issues survey cited roads and bridges as their main infrastructure problems. Officials from 339 local government agencies representing every region in the country participated in the study. The survey asked 15 questions concerning infrastructure needs, financing problems and purchasing plans. Sixty-three percent of those responding said streets and bridges are the portions of the infrastructure that most need repair and more than 41 percent said the new facilities they most need are streets and bridges. Only 8.3 percent of the respondents said their infrastructure is in good repair, and only 4.4 percent said no new infrastructure is needed in their communities.

Wilson was among 17 big-city (population 500,000 or more) officials responding to the survey. He rated infrastructure re-

pair needs and needs for new infrastructure as "very serious" and said more than $20 million is needed to repair the problems in New Orleans. More than $20 million also is required to build the new facilities critically needed, including public buildings. Nineteen percent of those responding said it would take more than $20 million for infrastructure repair. One in three said it would take between $1 million and $5 million.

Even though Congress raised the gasoline tax in the 1982 Highway Act, much of the money was not spent on roads but became part of the $10 billion-plus surplus in the Highway Trust Fund, which was maintained by the Reagan administration as an offset against the national budget deficit. The policy further angered local officials, including Horsley, who says the money is being "ratholed to disguise the state of the deficit."

Another viewpoint

An administration spokesman, Jack Flynn of the U.S. Department of Housing and Urban Development, acknowledges that infrastructure problems exist. But he says the federal government still assists many municipal infrastructure needs through CDBG funding, "and many cities still do use them."

"Funding has had to be decreased across the board. That's caused cities to make some choices, but it also has caused many of them to be more creative in how they use the funds they do have," Flynn says. "Everyone's aware of the general problems with infrastructure getting older and deteriorating. It's an ongoing problem, and cities (to deal with it) have used resources which were available to them plus their own ingenuity."

Ahlskog says Reagan's support for infrastructure is evident from the Highway Act, "which has nothing but a positive effect."

The greatest help Reagan has provided for the infrastructure has been for bridge rebuilding. "The bridge replacement and rehabilitation project addresses all bridges in all categories of highways," he says. "By law, a minimum of 15 percent of these (gas tax) funds must be spent to improve bridges, not on federal aid to the highway system.

"The real problem and issue, if someone wants to take Reagan or any other administration to task, has to do with what is the role of the federal government," Ahlskog says. "There are still tens of thousands of bridges that need work. The real question is: should funding for them come out of the federal treasury or (should it) be a state and local responsibility? For some element of the problem, local governments must assume the responsibility. But how much of it?

"I get involved every day seeing all the letters that come in to congressmen regarding their bridges' importance — you know, 'We can't get our kids to school, can't get our crops to the market; we've got a 99-mile detour,' and those are real problems. No question. But they have to fit into the total scheme of things. How important are they to the national level, state level, local level?"

Says Gary Hoitsma, FHA's director of public affairs: "There are a lot of roads out there not eligible for federal funds, but that's appropriate, we've always felt. There ought to be a proper division of responsibility here where a clear federal role is defined. The rest is left up to the states. And we feel the system has worked well over the years.

"Now we're facing a problem where there are many more needs to be filled than there are funds to take care of them. That's a situation not likely to change in the foreseeable future, so priorities have to be established. States are constantly having to set priorities as to what projects are most important, and what we've tried to do here in the Reagan administration is to give the states more authority to make those decisions of what the priorities are.

"We don't want to stand here at the federal level and say 'you have to build this project or that.' We say 'here's the money that we have available,' and distribute it in broad categories, and then say 'State, it's up to you to decide where the money goes.'"

Hoitsma says the Reagan administration has been very strong in supporting and protecting the integrity of the Highway Trust Fund. "There's a lot of pressure from locals and others to use that money for other purposes, using it for education or health care or other things."

When President Reagan introduced new federalism in 1981, he said that his administration looked forward to working with state and local officials "in concrete ways. We need to provide for greater authority and responsibility in the states, counties, cities and towns to return government to those closest to the people most affected."

Reagan argued that cutting the federal budget was a first step toward returning power to states and communities. His aides said that even if federal cuts did seem inconsistent with Reagan's new federalism, in the long run, the public's willingness to support programs would be tested. Meanwhile, states and localities would have more flexibility to manage the aid they did receive.

Horsley and others, however, say that the administration's policy of broad-based funding cuts has forced many American cities and counties to choose between providing money for health and welfare or for such things as the infrastructure. They argue that the infrastructure always comes up short.

If a local official has to choose between providing medical care for a sick child or filling a pothole, Horsley says, he "almost always will go to the side of public safety or health. As burdens are shifted to the local level, we're stuck with those tough choices between important social spending and safety spending and infrastructure. Infrastructure keeps losing out."

Cushing says, "Local governments prioritize and the first priority always is public safety, police and fire and health services, those kinds of things that most directly help people."

Lance Simmons, the Conference of Mayors' assistant executive director for legislative affairs, agrees. "In the past eight years we've seen a significant shift back to local governments that don't have adequate resources to do everything. When it comes to choices between human capital and physical capital, the most compassionate, most reasonable avenue is toward human capital. Not to say that the physical capital and federal investment are not crucial and important, but the human capital comes first." □

How much is needed to build facilities?

	1986	1987	1988
Less than $1 million	19.5%	13.3%	16.1%
$1 million-$5 million	34.1%	29.9%	30.1%
$5 million-$10 million	21.1%	20.9%	18%
$10 million-$20 million	10%	12.3%	14.5%
More than $20 million	10.7%	13.3%	16.5%

How will you solve trash disposal needs?

	1986	1987	1988
Public landfill	37.2%	32.2%	34.2%
Private landfill	17.2%	17.5%	21.2%
Resource recovery	26.8%	27%	28.3%
Other	9.6%	9.1%	9%

MUNICIPAL COST INDEXES

The **Municipal Cost Index** saw a slight increase from last month, a 0.1 percent rise from October's reading of 115.3. Both the **Construction Cost Index** and the **Producer Price Index** rose 0.2 percent, to 118.2 and 108.8, respectively. The U.S. Bureau of Labor Statistics' **Consumer Price Index** experienced the greatest gain, 0.4 percent to 119.0.

Among the newer items *American City & County* has been covering, tools and dies rose 0.5 percent from last month, along with pumps and compressors. Communication devices read 102.9, while petroleum dropped 1.7 percent.

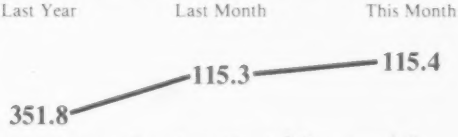
—Compiled by Tim Darnell

THIS MONTH'S MARKETBASKET

	Current Index	Percent Change From: Last Month	Last Year
Air Conditioners	113.8	0.5	4.4
Apparel	112.2	0.4	1.9
Asphalt Roofing	95.3	−0.6	2.7
Ball Bearings	113.1	0.8	4.7
Coal	199.0	6.9	8.6
Communication Devices	102.9	0.1	0.2
Concrete Products	110.2	0.2	0.8
Construction Machinery	112.2	0.3	2.7
Diesel Fuel	39.6	1.0	−35.1
Electric Components	118.2	0.4	2.7
Electric Power	116.3	−0.1	1.5
Floor Coverings	115.3	0.9	3.4
Fuel Oil No. 2	47.0	0.4	−21.1
Foundry Products	110.2	0.1	4.5
Furniture	118.2	0.3	4.5
Gasoline	62.2	2.1	−3.1
Generator Sets	121.0	0.3	5.5
Glass	110.2	0.5	2.3
Glass Containers	112.2	0	−0.6
Gypsum Products	108.0	−0.3	−9.6
Hardware	113.9	0.4	3.8
Heating Equipment	120.1	−0.3	3.9
Industrial Chemicals	110.1	1.2	15.2
I.C. Engines	111.9	0.6	2.1
Iron	82.8	0	−1.8
LP Gas	49.4	−8.5	−17.1
Lumber	131.0	−0.7	2.9
Metal Fabrications	116.5	0.3	10.3
Mixed Fertilizers	104.6	−0.3	9.5
Motor Vehicle Parts	107.5	0.5	1.4
Natural Gas	77.2	3.6	−3.3
Office Machines	107.6	0.5	2.2
Paint	112.8	0.1	3.8
Paper	124.7	0.9	11.6
Passenger Cars	112.2	−0.5	1.6
Petroleum	45.2	−1.7	−26.0
Plastics	137.0	2.2	21.1
Plumbing Fixtures	130.8	1.5	8.5
Plywood	100.2	−4.8	−2.5
Portland Cement	103.2	−0.6	0.5
Pumps, Compressors	109.6	0.5	4.3
Residual Fuel	39.6	−1.0	−35.1
Rubber	111.8	1.0	9.6
Sand, Gravel	121.0	0.5	3.0
Sanitary Papers	115.4	−0.2	5.9
Soaps, Detergents	115.6	0.6	5.7
Sporting Goods	106.3	0.1	3.7
Steel Mill Products	112.0	0.6	10.1
Switchgear	113.4	0.1	2.7
Synthetic Fibers	97.8	0.1	6.7
Tires, Tubes	95.7	0.4	5.0
Tools, Dies	111.2	0.5	1.6
Transformers	109.8	1.1	1.2
Transmissions	116.4	0.2	4.1
Trucks	111.2	0.3	−0.3
Valves	115.4	1.3	6.5
Wire, Cable	126.2	−0.7	17.4
Wiring Devices	124.4	0.6	4.3

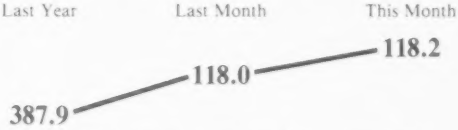
At-A-Glance Changes

MUNICIPAL COST INDEX



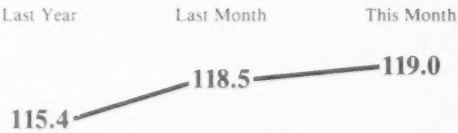
Percent Change From Last: Month **0.1** Year **4.5**

CONSTRUCTION COST INDEX



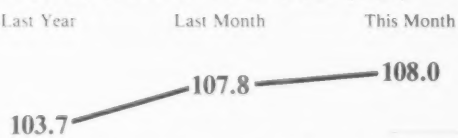
Percent Change From Last: Month **0.2** Year **3.2**

CONSUMER PRICE INDEX (BLS)



Percent Change From Last: Month **0.4** Year **3.1**

PRODUCER PRICE INDEX (BLS)



Percent Change From Last: Month **0.2** Year **4.1**

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	682.4	2.8	8.0
Federal Grants	111.2	10.0	9.8
Durable Purchases	29.3	2.8	11.4
Consumables	45.7	0.4	9.9
Services	430.0	2.1	8.3
Structures	64.8	−0.2	1.1
Salaries, Wages	338.3	2.0	7.9
Surplus	91.7	2.6	10.3
Employment	14.413M	0.9	−18.5

A Publication of Communication Channels, Inc.

DECEMBER 1988

AMERICAN CITY & COUNTY®

Phoenix's Rising Star

Leader of the Year:
Mayor Terry Goddard

Fifth Annual Awards of Merit

America's Housing Crisis

League of Cities Conference Issue

AMERICAN CITY & COUNTY®

December 1988 Vol. 103, No. 12

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ISSN 0149-337X

A Glimpse into the Future

No one less than a "superhuman" could meet the challenges that will face the city managers of tomorrow, according to Lillian Webb, county commission chairwoman for Gwinnett County, Ga. Contemplating what is ahead is "mindboggling," says City Manager Robert Bocwinski of Columbia Heights, Minn.

Webb and Bocwinski were part of a panel that explored "Managing into the 21st Century" during the International City Management Association (ICMA) conference in Charlotte, N.C. It also was a topic Mayor Henry Cisneros of San Antonio, Texas, discussed at the same conference, bringing city managers to their feet in applause.

The visions were frightening and grim, yet intriguing and challenging.

The combination of shrinking resources, especially federal dollars, and multiplying social problems will force cities into new roles as social service providers, panelists predicted.

Poverty, homelessness, AIDS and drug abuse will worsen as the nation enters the 21st century and local governments will strain to provide basic human services. Cities and counties increasingly will find themselves pooling resources to meet these needs.

Echoing the message at ICMA was a survey conducted by the City Planning and Management division of the American Planning Association. Planning directors from the nation's largest cities were polled and fewer than one in 10 said they were optimistic about the social situation in their own cities, although two-thirds foresee bright economic futures.

"This indicates that economic growth alone will not solve urban problems and that if we only pay attention to economic questions, the urban backbone of America will fail," said Minneapolis Planning Director Oliver E. Byrum, author of the survey report.

Cisneros and panelist Russell Owens, director of the National Policy Institute, Joint Center for Political Studies, discussed trends that will have a tremendous impact on local governments in years approaching 2000. Cisneros characterized the changes going on in the United States as "constant and relentless" and said the "sweep of change will continue beyond the year 2000."

Both cited the aging of America's population and the burgeoning of minorities. Owens, who also predicted a surge in immigrants, said services must be tailored to the special needs of the elderly and the cultural newcomers, while Cisneros warned that such demographic changes present a tremendous potential for political explosion.

On the economic side, "New Federalism" and decentralization will continue, forcing new relationships between various levels of government and putting more of a burden on cities and counties. Foreign business ownership and investment in the United States will continue to grow, Owens said, meaning that cities and states will be called upon to play a much larger role in international affairs and international trade.

Cisneros also sees conservatism as a continuing trend and fears a further polarization along income lines because of the societal change from manufacturing to services. Twenty percent of the American people last year earned 43 percent of the national income, Cisneros said. "This is dangerous," he said, sounding a warning for America not to accept the idea of a permanent underclass.

Although both speakers said there will be no return to national support for urban programs and no great national renaissance, they also both cited opportunities for local governments. Infrastructure repair, innovations in productivity, and even improvements in education will be at the state and local level, "or they're just not going to be," Cisneros said. Owens suggested that solutions to public policy dilemmas of the future will be found through partnerships between governments, the business community and special-interest groups because the issues of the future will require a level of sophistication and expertise few cities have available on a regular basis.

Another sign of these times, Cisneros said, will be meeting the challenge for an improved quality of life. Such life-enhancing things as cultural planning, the greening of communities, animation of downtowns, establishing preservation districts, incorporating design strategies and preserving ethnic districts and celebrations increasingly will be demanded.

"How we carry forth these themes will define excellence in government," Cisneros said. "You (city managers) are the cutting edge of our society. As you excel, so does our country." □

—Janette Mitchell

MUNICIPAL COST INDEXES

The **Municipal Cost Index** and the **Consumer Price Index** both registered 0.7 percent increases from last month, to 116.2 and 119.8, respectively. The **Construction Cost Index** rose to 118.9, a 0.6 percent rise since November, while the **Producer Price Index** saw the smallest increase, a 0.1 percent gain to 108.1.

Some commodities remained steady, with glass containers and iron registering no increases or decreases. Diesel fuel and residual fuel both saw declines of 35.1 percent from last year.

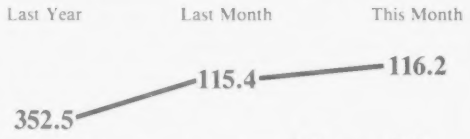
—Compiled by Tim Darnell

THIS MONTH'S MARKETBASKET

	Current Index	Percent Change From: Last Month	Last Year
Air Conditioners	113.8	0.5	4.4
Apparel	112.1	0	3.1
Asphalt Roofing	95.3	−0.6	2.7
Ball Bearings	113.1	0.8	4.7
Coal	95.4	0.1	−0.7
Communication Devices	102.9	0.1	0.2
Concrete Products	110.2	0.2	0.8
Construction Machinery	112.2	0.3	2.7
Diesel Fuel	39.6	1.0	−35.1
Electric Components	118.2	0.4	2.7
Electric Power	116.3	−0.1	1.5
Floor Coverings	115.3	0.9	3.4
Fuel Oil No. 2	47.0	0.4	−21.1
Foundry Products	110.2	0.1	4.5
Furniture	118.2	0.3	4.5
Gasoline	62.2	2.1	−3.1
Generator Sets	121.0	0.3	5.5
Glass	110.2	0.5	2.3
Glass Containers	112.2	0	−0.6
Gypsum Products	108.0	−0.3	−9.6
Hardware	113.9	0.4	3.8
Heating Equipment	120.1	−0.3	3.9
Industrial Chemicals	110.1	1.2	15.2
I.C. Engines	111.9	0.6	2.1
Iron	82.8	0	−1.8
LP Gas	49.4	−8.5	−17.1
Lumber	121.8	−2.9	2.4
Metal Fabrications	116.5	0.3	10.3
Mixed Fertilizers	104.6	−0.3	9.5
Motor Vehicle Parts	107.5	0.5	1.4
Natural Gas	77.2	3.6	−3.3
Office Machines	107.6	0.5	2.2
Paint	116.4	0.3	6.1
Paper	124.8	0.2	8.3
Passenger Cars	112.2	−0.5	1.6
Petroleum	45.2	−1.7	−26.0
Plastics	137.0	2.2	21.1
Plumbing Fixtures	130.8	1.5	8.5
Plywood	100.2	−4.8	−2.5
Portland Cement	103.2	−0.6	0.5
Pumps	109.6	0.5	4.3
Residual Fuel	39.6	1.0	−35.1
Rubber	111.8	1.0	9.6
Sand, Gravel	121.0	0.5	2.0
Sanitary Papers	115.4	−0.2	5.9
Soaps, Detergents	115.6	0.6	5.7
Sporting Goods	106.3	0.1	3.7
Steel Mill Products	112.0	0.6	10.1
Switchgear	113.4	0.1	2.7
Synthetic Fibers	97.8	0.1	6.7
Tires, Tubes	95.7	0.4	5.0
Tools, Dies	111.2	0.5	1.6
Transformers	109.8	1.1	1.2
Transmissions	116.4	0.2	4.1
Trucks	124.2	0.1	2.9
Valves	115.4	1.3	6.5
Wire, Cable	126.2	−0.7	17.4
Wiring Devices	124.4	0.6	4.3

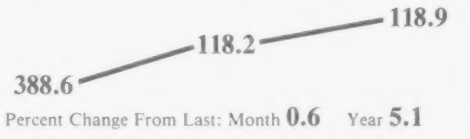
At-A-Glance Changes

MUNICIPAL COST INDEX



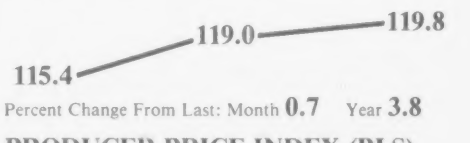
Percent Change From Last: Month **0.7** Year **5.5**

CONSTRUCTION COST INDEX



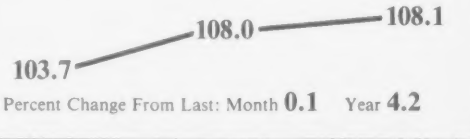
Percent Change From Last: Month **0.6** Year **5.1**

CONSUMER PRICE INDEX (BLS)



Percent Change From Last: Month **0.7** Year **3.8**

PRODUCER PRICE INDEX (BLS)



Percent Change From Last: Month **0.1** Year **4.2**

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	682.4	2.8	8.0
Federal Grants	111.2	10.0	9.8
Durable Purchases	29.3	2.8	11.4
Consumables	45.7	0.4	9.9
Services	430.0	2.1	8.3
Structures	64.8	−0.2	1.1
Salaries, Wages	338.3	2.0	7.9
Surplus	91.7	2.6	10.3
Employment	14.413M	0.9	−18.5

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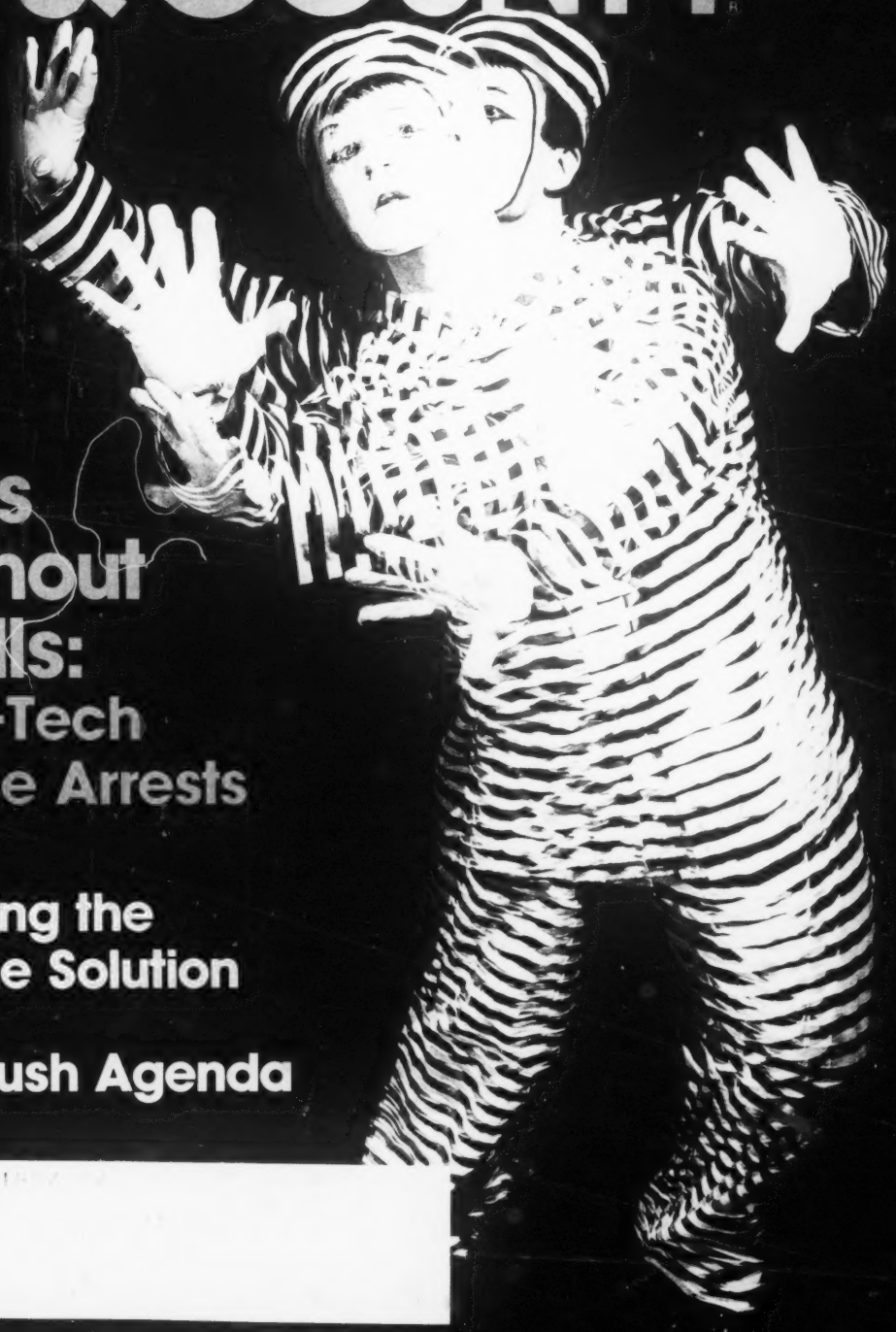
AMERICAN CITY & COUNTY



Jails Without Walls: High-Tech House Arrests

Seeking the Sludge Solution

The Bush Agenda

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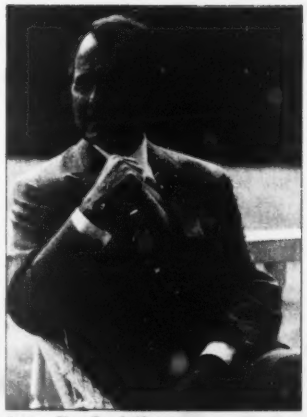
Cover photography by Jerry Hoy/Double Vision, Atlanta



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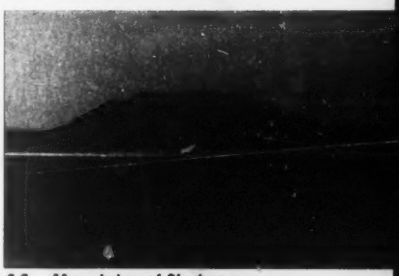

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A Year of Dialogue?

All signs point to 1989 being the year of dialogue, fence mending, wooing and creating an urban agenda. Associate Editor Dan Treadaway, after interviewing local leaders across the nation, concludes President-elect George Bush will have his hands full mending fences with local leaders, many of whom were embittered with the hand President Reagan dealt them during his eight years in office.

But Bush seems anxious to sit down with local leaders, and those leaders themselves already are lining up the chairs.

Bush, in a letter to the National League of Cities (NLC) after his election, said he wants to set up an ongoing Presidential Task Force on Urban Affairs to devise strategies for the "urban agenda."

But even before voters had pushed the Bush button, the NLC's new president, Phoenix Mayor Terry Goddard, was thinking urban agendas, dialogue and wooing. In last month's issue, Goddard told *American City & County* his highest priority as NLC president would be "working on an urban agenda that's realistic and viable and selling it to the next administration." He also advocated a continuous dialogue among American municipalities, which collectively could have "an incredible amount of clout."

Goddard is in the perfect position to set up the meeting chairs for Bush's task force and he has quite an impressive track record in making people sit down, talk about their problems and map out their dreams and schemes.

Goddard's associates say the hallmark of his administration has been getting hundreds of citizens to participate in city government. He holds a weekly open forum for people to "come and talk about whatever is on their minds." He also has started the Phoenix Futures Forum, which involves people coming together and planning city goals for the next 20 years. Goddard wants to do the same kind of coalition-building at the national level.

County Commissioner D. Michael Stewart of Salt Lake County, Utah, says the most significant thing Bush can do for local leaders is make them believe that they are more than special interest lobbyists and that they have a role in decision-making. Perhaps Bush's task force can do that. Bush is a man who likes to get a wide range of input before making decisions, and that has to be encouraging.

The tone of many local leaders contemplating what lies ahead under Bush was decidedly negative. Many believe Bush will be a continuation of Reagan, but with a "kinder, gentler" bent. The best these local leaders can hope for, they say, is that things won't get worse for American cities and counties during the Bush years. While not a very upbeat attitude, that seems to be the extent of the optimism. Local leaders have lowered their expectations. They believe they have paid their dues to the national debt and that no more will be taken out of their hides. But that is about as good as they expect it will get.

Even Bush supporters only offer that he may be more willing to listen to local government woes, and more sympathetic. Some problems, such as meeting expensive federal regulations and mandates, may ease during his administration, they say, and he may tone down what has been referred to as "fend-for-yourself federalism." And they don't expect him to sack any more of their programs.

Yet even those who are pleased that Bush will sit in the Oval Office rather than Massachusetts Gov. Michael Dukakis cannot muster up enthusiasm and optimism. Says James Snyder, president of the National Association of Counties, "The devil I know is better than the devil I don't know."

While Bush may be carrying some Reagan baggage, reiterating his "no new taxes" campaign theme, thinking down the road to election 1992 and thus far offering no startling new solutions to old problems, he does have a clean slate. And there is no telling what he will write on it. Perhaps we should increase our expectations and go forcefully forward into the year of dialogue, communicating high hopes for something better than a kinder, gentler "more of the same." □

—Janette Mitchell

State Loan Programs Undergo Change

By Kim Beury

State and city officials welcome the state revolving loan fund program (SRF) to help municipalities pay for water treatment facilities. Local officials support the change in federal assistance and the idea of a state-operated loan program. They prefer money recycling in a loan fund for continuous construction rather than a one-time use.

Some municipalities had difficulty with complex application requirements that prevented many cities from qualifying for U.S. Environmental Protection Agency (EPA) Title 11 construction grants. But similar difficulties surfaced in the SRF plan when EPA awarded the first 12 grants in 1988 to states to set up their own programs. Some communities are finding strings attached to the federal money, and that SRF loans are just as difficult to get as federal construction grants and more expensive than a traditional bank loan.

The problems evolve from requirements attached to first use of a capitalization grant.

"When I saw the requirements, I was just dismayed," says an Arkansas wastewater manager who found getting a $250,000 bank loan to upgrade a wastewater facility was easier and less expensive than going through the loan program.

"If you took the old construction grants program and changed it to a revolving loan fund, the paper work and restrictions are identical," he says. "We couldn't apply to the grants program because of restrictions, and now we can't apply for the state loan."

Revolving loan applicants must submit plans proving that proposed projects are the most cost effective and use the best technology available, which are the same requirements they faced in applying for Title 11 construction grants.

Through the 1987 Clean Drinking Water Act amendments, the federal government aims for states to fund wastewater programs through state loan funds rather than traditional federal construction grants.

Congress authorized $18 billion to continue the construction grants program through 1990 and the SRF program through 1994. A state receiving a federal grant puts at least a 20 percent match into the revolving loan fund. The capitalization grant and the state provide seed money for the SRF.

After a state establishes its loan program, usually with interest rates lower than market level, SRF managers issue loans to localities. Communities must repay the loans within 20 years. Repayments keep money recycling in the fund for years.

When EPA issued SRF guidance, local officials criticized the letter of credit form of the capitalization grants, wondering if the promised cash would be available and if drawing on credit would slow construction.

The two states, Georgia and Texas, that have drawn on letters of credit report no major problems. But states meet other challenges as the revolving loan operation begins, and some wonder if they will get a chance to issue loans on that letter.

New Mexico adopted an SRF in 1986. But David Hanna, chief of the construction grants and loan section of the state Water Quality Bureau, says Title 11 requirements prevented issuing any loans.

"We've been in operation for over a year and haven't been able to make any loan," he says, and wonders "if all those extra burdens aren't too heavy for a loan program, and if the application and project planning requirements are just too expensive."

Tracey Eagle, a loan fund manager in Arkansas, says, "The program is really great in theory, but when you get it down on paper, it's extremely expensive. Even though we have low rates (4 and 6 percent interest) . . . the requirements make communities spend more money so that in the end they actually would be getting their facilities built faster by going to a regular lending institution.

"People were really excited about the loan program. Then we saw all the requirements, and we were not only surprised, but sickened. The program is definitely going to work," she says, "but it's very difficult in the beginning to get people sold on the idea because of the expense of it."

She concedes some of the requirements will force cities to spend borrowed money more frugally than grant money and prevent fraud and waste. "But the problem is, there already are a lot of checks and balances in this program without imposing Title 11 requirements," she says. "It's really silly because it's too expensive and totally goes against the theory of the Clean Water Act, which is to get water cleaned."

Richard Kuhlman, chief of EPA's water policy development section, says Title 11 requirements apply to first use of SRF funding. He says following those requirements is just part of the phaseout from Title 11 construction grants to the loan fund.

But Texas' revolving loan fund manager Jack Fickessen says no Title 11 requirements are necessary in a loan program.

Texas has issued five loans from the $105.2 million EPA award for its SRF. He says most loan applicants have met Title 11 requirements previously in seeking earlier federal construction grants before applying for a state loan.

Although the first-use requirements attached to loans from the capitalization grants pose problems, once the money revolves through the state loan program, states may set their own requirements. □

States Receiving Federal SRF Funds

The U.S. Environmental Protection Agency awarded 12 grants in 1988 to help states set up revolving loan funds and expects to issue 30 more by spring. The 12 states to receive the first grants from the new federal assistance program for wastewater treatment were:

- Connecticut — $28.2 million;
- Virginia — $39.9 million;
- Georgia — $27.9 million;
- Tennessee — $8.3 million and $16.5 million;
- Louisiana — $10 million;
- New Mexico — $5 million;
- Texas — $105.2 million;
- Utah — $5.1 million;
- New Jersey — $70.4 million;
- South Carolina — $26 million;
- Nebraska — $4.8 million, and;
- Arkansas — $10 million.

Kim Beury is the Washington correspondent for **American City & County.**

MUNICIPAL COST INDEXES

The **Municipal Cost Index** rose 0.1 percent in the most recently available reporting period over the previous month's figure to 116.3. The last time the index registered a decline was March 1988. Also rising 0.1 percent was the **Producer Price Index**, which was 108.2. The index experiencing the most gain was the **Consumer Price Index**, rising 0.3 percent, while the **Construction Cost Index** remained steady at 118.9.

MOST RECENT MARKETBASKET

	Current Index	Percent Change From: Most Recent Month	Last Year
Air Conditioners	114.4	0	4.4
Apparel	112.4	0	3.4
Asphalt Roofing	97.8	1.6	3.6
Ball Bearings	118.2	0.4	9.3
Coal	95.6	−0.1	−0.4
Communication Devices	102.9	0.3	0.2
Concrete Products	109.9	0	0.5
Construction Machinery	112.3	0	2.7
Diesel Fuel	42.6	−9.0	−28.8
Electric Components	118.0	−0.1	2.3
Electric Power	112.7	−3.8	2.1
Floor Coverings	116.3	0.4	3.8
Fuel Oil No. 2	41.8	−7.5	−29.3
Foundry Products	111.1	0.5	4.6
Furniture	118.7	0.6	4.5
Gasoline	56.1	−2.4	−6.7
Generator Sets	124.3	1.3	6.5
Glass	110.4	−0.3	1.9
Glass Containers	112.0	−0.1	−0.6
Gypsum Products	113.7	2.7	−5.1
Hardware	115.5	1.1	4.9
Heating Equipment	120.6	0.5	4.2
Industrial Chemicals	112.0	1.6	15.7
I.C. Engines	112.3	0.1	2.7
Iron	82.8	0	0.1
LP Gas	47.6	−2.5	−19.2
Lumber	127.8	−0.6	−1.5
Metal Fabrications	116.9	0.3	9.3
Mixed Fertilizers	105.4	0.9	5.7
Motor Vehicle Parts	107.8	0.1	1.5
Natural Gas	78.8	4.6	1.2
Office Machines	107.8	0.2	2.1
Paint	118.0	0.5	7.3
Paper	127.0	1.3	11.8
Passenger Cars	117.3	7.5	0
Petroleum	39.4	−7.7	−30.8
Plastics	139.8	0.6	19.7
Plumbing Fixtures	131.7	0.5	8.9
Plywood	102.9	−3.1	−1.6
Portland Cement	102.4	−0.2	−0.2
Pumps	110.4	0.4	4.7
Residual Fuel	38.8	−4.0	−25.1
Rubber	110.5	−1.5	6.0
Sand, Gravel	121.0	0	1.9
Sanitary Papers	117.5	0.3	7.0
Soaps, Detergents	116.6	0.3	5.5
Sporting Goods	106.2	−0.5	3.0
Steel Mill Products	112.6	0.4	6.8
Switchgear	114.3	0.9	3.5
Synthetic Fibers	98.7	0	6.4
Tires, Tubes	95.0	0.1	4.3
Tools, Dies	111.7	0.1	1.9
Transformers	108.6	0	1.7
Transmissions	117.3	0.3	4.4
Trucks	117.2	7.4	6.4
Valves	115.5	0.2	5.9
Wire, Cable	132.3	3.2	19.1
Wiring Devices	126.0	0.6	5.1

As winter began, heating equipment rose 0.5 percent to 120.6, while air conditioners saw no gain over the previous month. Coal dropped 0.1 percent, while petroleum dropped to 39.4.

—Compiled by Tim Darnell

At-A-Glance Changes

MUNICIPAL COST INDEX

Last Year 117.9 — Previous Month 116.2 — Most Recent 116.3

Percent Change By: Month **0.1** Year **−1.4**

CONSTRUCTION COST INDEX

Last Year 129.6 — Previous Month 118.9 — Most Recent 118.9

Percent Change By: Month **0** Year **−8.3**

CONSUMER PRICE INDEX (BLS)

Last Year 115.7 — Previous Month 119.8 — Most Recent 120.2

Percent Change By: Month **0.3** Year **3.9**

PRODUCER PRICE INDEX (BLS)

Last Year 104.0 — Previous Month 108.1 — Most Recent 108.2

Percent Change By: Month **0.1** Year **4.0**

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	698.4	2.3	10.0
Federal Grants	109.4	−1.6	5.1
Durable Purchases	30.0	2.4	6.4
Consumables	48.0	5.0	27.7
Services	444.6	3.4	14.8
Structures	66.4	2.5	2.8
Salaries, Wages	347.8	2.8	12.2
Surplus	56.2	0.1	5.4
Employment	14.547M	0.9	3.9

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Smoke Free, Or Free To Smoke? ◆ Funding Public Works

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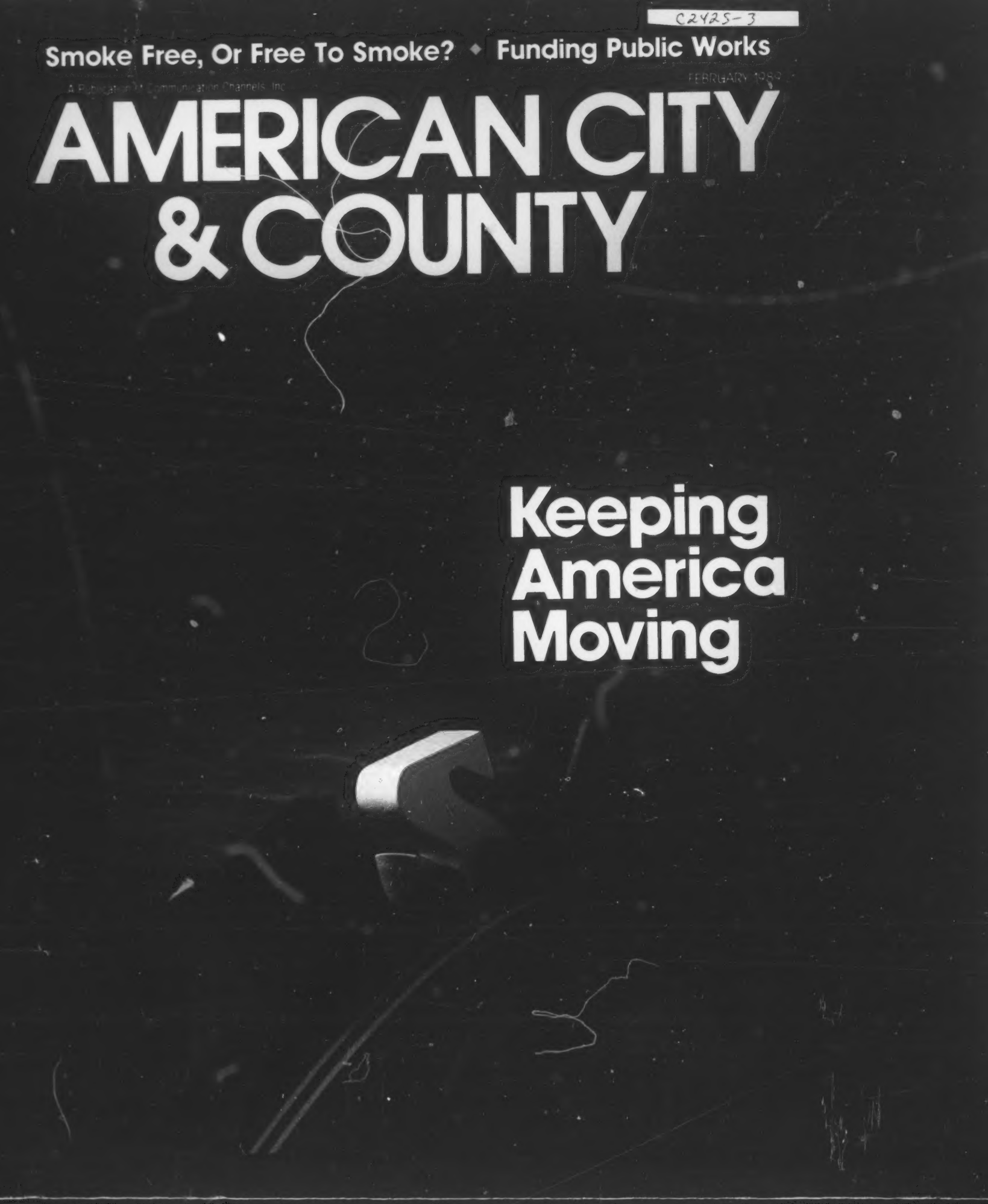
FEBRUARY 1989

AMERICAN CITY & COUNTY

Keeping America Moving



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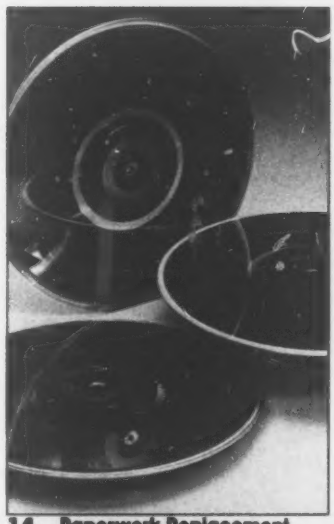

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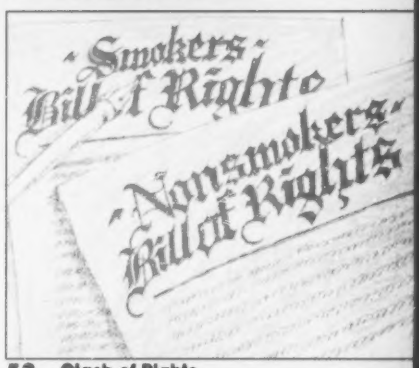

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EDITOR'S VIEW

Goddard

Holland

Glisson

Stewart

Fox

Introducing Our Editorial Advisers

Five of the nation's top government leaders have agreed to serve two-year terms on the Editorial Advisory Board for *American City & County* magazine. They join a prestigious panel that guides this publication and helps us formulate editorial policy.

We are grateful for their service, recognizing they are all very busy, and are proud they hold this magazine in such high regard they want to be affiliated with it.

The five who are joining us include the presidents of the National League of Cities (NLC) and the U.S. Conference of Mayors, the past president of the Government Finance Officers Association (GFOA), a vice president of the National Association of Counties and a longtime county manager who served as vice president and in other positions in the International City Management Association (ICMA).

Seven members of the advisory board are serving for a second year and five are retiring after completing their terms.

The new board members are Phoenix, Ariz., Mayor Terry Goddard, Trenton, N.J., Mayor Arthur Holland, Atlanta Finance Commissioner Patrick Glisson, Salt Lake County, Utah, Commissioner D. Michael Stewart and Mecklenburg County, N.C., Manager Gerald Fox.

The returning members are Chester Funnye, commissioner of public works, Atlanta; Ronald Jensen, public works director, Phoenix; Ann Klinger, supervisor of Merced County, Calif.; Mel Powell, dean of the Graduate Center for Public Policy and Administration, California State University; Reno, Nev., Mayor Peter Sferrazza; Buford Watson, Lawrence, Kan., city manager; and Costis Toregas, president of Public Technology Inc., Washington, D.C.

Mayors Goddard and Holland follow Pamela Plumb and Richard Berkley as presidents of the NLC and the U.S. Conference of Mayors respectively, and are succeeding those two on the editorial advisory board. Plumb, a city councilor from Portland, Maine, and Berkley, former mayor of Kansas City, Mo., have completed their terms on the board, along with Clyde Fritz, vice president of Johnson & Higgins, and president of The Privatization Council; Daniel Kleman, city manager of Tallahassee Fla.; and John Walsh, retired finance director, Hartford, Conn.

We appreciate the guidance they have provided in the past two years and thank them for their service.

In addition to helping map direction for the magazine, the advisers judge municipal and county Leader of the Year contests and select the Award of Merit winners each year. They also frequently are called upon to comment on issues affecting localities and are invited to submit editorial material.

The new editorial advisory board members follow a tradition of outstanding public service, both to their own communities and on a national level.

Terry Goddard was the recipient of *American City & County's* Municipal Leader of the Year Award in 1988 because of his leadership role locally and nationally. He was elected mayor of Phoenix in 1983 and is serving his third two-year term.

Prior to assuming the presidency of the NLC, Goddard was first vice president and served on its board for two years. He has served on the board of the U.S. Conference of Mayors, the State and Local Legal Center, the Arizona Municipal Water Users Association, the League of Arizona Cities and Towns and is past chairman of the Maricopa Association of Governments and the Regional Public Transportation Authority. He is active with United Way, the Boy Scouts and the Senior Olympics.

Goddard, the son of a former Arizona governor, is a graduate of Harvard University and Arizona State University College of Law. He was a partner in the law firm of Goddard and Goddard and worked as an Arizona as-

Survey Shows Opposition To Resource Recovery

According to a nationwide survey by the National Solid Wastes Management Association, there are more Americans who oppose the construction of resource recovery facilities than those who favor such plants.

The survey, "Public Attitudes Toward Garbage Disposal," shows that nationally, 47 percent of those surveyed oppose the building of waste-to-energy plants, while 36 percent are in favor and 18 percent don't know.

When asked about any potential threats waste-to-energy facilities pose to the environment, 72 percent listed plant air emissions as a serious cause for concern, while 54 percent cited groundwater pollution from ash.

Regionally, the Northeast and Pacific areas of the nation are the most opposed to waste-to-energy plants, with 49 percent of those surveyed in these regions voicing their opposition. Thirty-one percent of those in the Northeast favor waste-to-energy, while the Pacific area had a 35 percent approval rate.

The lowest regional opposition was recorded in the nation's central area, which posted a 42 percent opposition rate and a 38 percent approval rate.

When given a choice between waste-to-energy and landfills, however, survey results indicate that most people prefer resource recovery technology, largely because they believe landfills may cause groundwater contamination.

Almost one-third of those surveyed believe that federal or state officials should assume responsibility for siting new disposal facilities when local opposition prevents such facilities from being built.

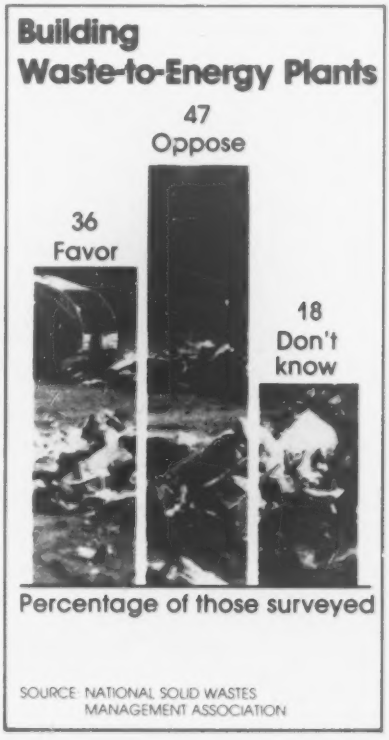
The association's polling was performed by the research firm Cambridge Reports, which specializes in environmental issues. In 1988, three surveys were completed: a telephone poll of 1,500 randomly selected adults in February; telephone inquiries involving 500 opinion leaders in March; and face-to-face interviews with 1,500 Americans in July and August.

Virginia Beach Recycling Newspaper

Virginia Beach, Va., has begun a major newspaper recycling program to make recycling more convenient for city residents.

Recycling bins have been placed at all Virginia Beach public schools and at the municipal center by a private contractor with no charge to the city. The contractor will pay each school $3 per ton of newspapers deposited for recycling. Each bin holds about 10 tons.

For every ton of newspaper recycled, the city will save $68 in operating expenses for the collecting and disposing of old newspapers. The new system also provides more space for residents to place their garbage.



First Polystyrene Plant In U.S. Now in Operation

The first plant in the nation to recycle used polystyrene foam products, such as foodtrays, cups and containers, has begun operation in Leominster, Mass.

The plant initially will recycle foam products and plastic cutlery used in school lunchrooms and industrial and institutional cafeterias. Later, the plant is set to take in foam products from fastfood outlets as well.

Two plastics manufacturers, Genpak Corp., Glen Falls, N.Y., and Mobil Chemical Co., Stamford, Conn., will own the plant, which will be able to recycle 3 million pounds per year of used foam products, or about the amount used by 1,000 schools each year. Much of the foam will be recycled into insulation and industrial packaging.

Broome County, N.Y.: Foster Wheeler Power Systems, Clinton, N.J., has been selected by the county's Solid Waste Agency for final negotiations to build, own and operate a waste-to-energy plant estimated to cost $60 million to $70 million. The facility, to be located in Kirkwood, N.Y., will process 600 tons of municipal refuse a day to generate 18 megawatts of electricity for utility distribution.

St. Lawrence County, N.Y.: The St. Lawrence County Solid Waste Disposal Authority has voted to build a $22 million 250-ton-per-day waste-to-energy facility in Ogdensburg. The authority also will sign a contract with Harbert-Triga, Birmingham, Ala., to build and oprate the facility.

Crestwood, Ill.: Westinghouse Electric Corp., Pittsburgh, has been selected by the Southwest Council of Local Governments to negotiate a full-service contract for a waste-to-energy facility in Crestwood.

Cumberland County, N.C.: The county has ordered two large model HLBA-II/SW300 balers from Mosley Machinery, Waco, Texas, to bale solid waste for the county's landfill. □

Planning A Resource Recovery Program

These points should be kept in mind when developing a resource-recovery proposal:

- **Necessity.** Do not attempt resource recovery unless it really is necessary.
- **Integration.** A well-balanced approach to waste management will include both resource recovery and recycling.
- **The environment.** A project can fail if the sponsor appears indifferent to environmental concerns.
- **Communication.** Community information programs are helpful.
- **Leadership.** The key resource for getting project approval is political leadership.
- **Opponents.** Anticipate and understand the nature of the opposition.
- **Persuasion.** Identify and reach out to those who might support resource recovery. □

Survey Released on Children's Problems

The last five years have seen increases in children's substance abuse, school-related problems, child-care shortages and teen pregnancy in most of the 52 major cities surveyed by The U.S. Conference of Mayors and its affiliate, the U.S. Conference of City Human Services Officials.

The survey of mayors and human service officials sought to document the full range of conditions and issues affecting children in their cities, and to collect uniform data on them. It also discovered information on what individual cities are doing to stem the growth of children's problems.

Traditionally, programs serving children have not been the responsibility of local governments; but the survey indicates that today 94 percent of the cities have an agency concerned with children's issues, and 54 percent have a citizens task force, commission or other public body which oversees children's issues.

The survey, "A Status Report on Children in America's Cities," was released at the 12th Annual City Human Services Meeting by Mayor Ted Mann of Newton, Mass., who chairs the human development committee of the Conference of Mayors. He said the report "contains a critically important message for the next president and the next Congress. Too many children in our cities have no future at all unless we, as a nation, act on the problems they face today."

The survey found that nearly three out of every 10 children lived in poverty in 1986; in comparison, an estimated two out of 10 people of all ages lived in poverty that year. An average of 21 percent of the children, compared to 10 percent of the whole population, receives cash assistance — either Aid To Families with Dependent Children or general assistance.

There are day-care slots available for 37 percent of the children under 6 years old. The average wait for subsidized day care is 38 weeks. In some cities there is no waiting list, but in others the wait is two years.

About 45 percent of the need for licensed child care goes unmet.

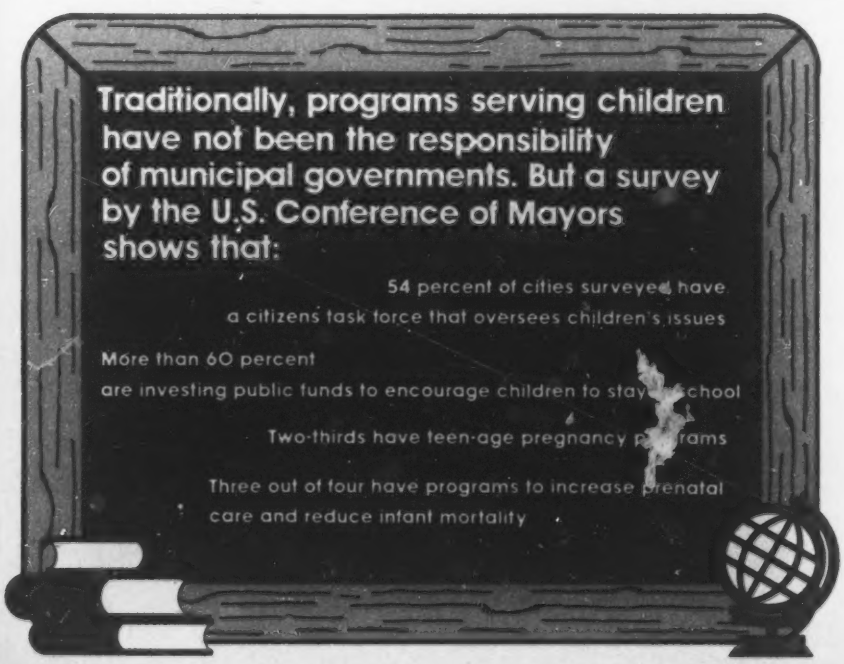
An average of 38 percent of the high school class of 1988 left school between the start of the ninth grade and graduation day; 30 percent left between the start of 10th grade and graduation.

In 1986, 14.6 percent of births were to teen-age mothers, and nearly three out of four of these teens were unmarried. The overall infant mortality rate averaged 12.6 per thousand in 1986; for blacks that year it averaged 18.5 per 1,000.

More than 60 percent of the cities are investing public funds in programs encouraging children to stay in school, while two-thirds of those cities provide funds for programs aimed at preventing teen-age pregnancy or providing help for teen mothers. Nearly three out of four cities fund programs to increase the availability of prenatal care, reduce the number of low birthweight babies or reduce infant mortality.

Kevin Moriarty, director of the San Antonio, Texas, Human Resources Department and president of the human services organization, said his association will "look at this survey as a report on what can be done to respond to the problems our children face. Our hope is that other readers, especially those in Washington, will see it as a report on what remains to be done to secure a decent future for all of this nation's children."

SURVEY SPOTLIGHT


Traditionally, programs serving children have not been the responsibility of municipal governments. But a survey by the U.S. Conference of Mayors shows that:
54 percent of cities surveyed have a citizens task force that oversees children's issues
More than 60 percent are investing public funds to encourage children to stay in school
Two-thirds have teen-age pregnancy programs
Three out of four have programs to increase prenatal care and reduce infant mortality

Report Examines City Aid Level

State financial aid to cities, often touted as a response to cutbacks in federal spending, is less than some widely used figures would suggest, according to a new study by the National League of Cities (NLC).

Only about one of every eight dollars spent by the states on local government activities goes to cities to support traditional municipal programs, the report concluded in its analysis of Census Bureau data on state and local government finances. The bulk of state aid to local governments is money for education and welfare assistance, functions which most cities and towns do not administer.

"Sorting through the nearly $127 billion of state aid to local governments in 1986, we found that cities and towns received about $15 billion after taking out allotments for education and welfare, up from just over $8 billion in 1978," says Alan Beals, NLC executive director.

"While not insignificant, the level of state aid to cities comes nowhere close to offsetting the more than $30 billion of federal budget cuts in vital domestic programs during the 1980s," he says.

Local taxes and fees remain the largest component of most local finances, accounting for an average of 61 percent of total local revenues in 1986, the most recent census year. The non-local share coming from the states, while six times greater than federal assistance in 1986, went for functions not carried out by city governments.

The NLC report, "State Aid to Cities

MUNICIPAL COST INDEXES

All four indexes registered little or no change from previous readings, with the **Municipal Cost Index**, the **Consumer Price Index** and the **Producer Price Index** each rising 0.1 percent from last month. The **Construction Cost Index** remained steady at 118.9.

Among individual commodities, diesel fuel registered the greatest increase, 10.6 percent to 47.1. Gasoline dropped 3.5 percent from January 1988, to 58.7, while LP gas fell 3.6 percent from last month.

— Compiled by Tim Darnell

MOST RECENT MARKETBASKET

	Current Index	Percent Change From: Previous Month	Last Year
Air Conditioners	115.0	0.5	4.8
Apparel	112.6	0.2	3.4
Asphalt Roofing	97.4	−0.4	2.6
Ball Bearings	120.8	2.2	11.3
Coal	94.6	−1.0	−1.9
Communication Devices	103.2	0.3	0.4
Concrete Products	110.1	0.2	0.5
Construction Machinery	113.0	0.6	3.2
Diesel Fuel	47.1	10.6	−23.2
Electric Components	118.3	0.3	2.6
Electric Power	109.2	−3.1	1.0
Floor Coverings	116.6	0.3	4.2
Fuel Oil No. 2	47.5	13.6	−22.4
Foundry Products	111.3	0.2	4.3
Furniture	125.9	0.2	5.0
Gasoline	58.7	4.6	−3.5
Generator Sets	124.0	−0.2	6.0
Glass	110.7	0.3	2.1
Glass Containers	111.9	−0.1	−0.5
Gypsum Products	115.1	1.2	−4.7
Hardware	116.3	0.7	5.5
Heating Equipment	120.7	0.1	3.1
Industrial Chemicals	112.5	0.4	15.3
I.C. Engines	112.3	0	2.6
Iron	82.8	0	0.1
LP Gas	45.9	−3.6	−23.9
Lumber	127.3	−0.4	−2.8
Metal Fabrications	116.9	0	8.4
Mixed Fertilizers	100.4	−5.9	7.6
Motor Vehicle Parts	107.8	0	1.5
Natural Gas	76.8	−2.5	1.5
Office Machines	108.0	0.2	2.3
Paint	124.2	5.3	16.2
Paper	127.5	0.4	11.5
Passenger Cars	116.1	−1.0	0.5
Petroleum	39.2	−0.5	−30.7
Plastics	140.3	0.4	19.5
Plumbing Fixtures	131.8	0.1	8.7
Plywood	103.4	0.5	−2.4
Portland Cement	102.3	−0.1	−0.3
Pumps	111.2	0.7	5.1
Residual Fuel	36.5	−5.9	−30.9
Rubber	109.9	−0.5	3.3
Sand, Gravel	121.0	0	1.9
Sanitary Papers	116.6	−0.8	7.5
Soaps, Detergents	119.2	2.2	7.4
Sporting Goods	106.6	0.4	3.3
Steel Mill Products	113.2	0.5	6.9
Switchgear	114.2	−0.1	3.6
Synthetic Fibers	99.5	0.8	6.6
Tires, Tubes	95.0	0	4.5
Tools, Dies	111.7	0	1.9
Transformers	109.4	0.7	2.2
Transmissions	117.8	0.4	4.7
Trucks	117.2	0	6.3
Valves	116.3	0.7	6.2
Wire, Cable	141.9	7.3	23.6
Wiring Devices	126.2	0.2	4.7

At-A-Glance Changes

MUNICIPAL COST INDEX

Last Year: 114.1 — Previous Month: 116.3 — Most Recent: 116.4

Percent Change By: Month 0.1 Year 2.0

CONSTRUCTION COST INDEX

Last Year: 126.9 — Previous Month: 118.9 — Most Recent: 118.9

Percent Change By: Month 0 Year −6.3

CONSUMER PRICE INDEX (BLS)

Last Year: 116.0 — Previous Month: 120.2 — Most Recent: 120.3

Percent Change By: Month 0.1 Year 3.7

PRODUCER PRICE INDEX (BLS)

Last Year: 104.2 — Previous Month: 108.2 — Most Recent: 108.3

Percent Change By: Month 0.1 Year 3.9

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	698.4	2.3	10.9
Federal Grants	109.4	−1.6	5.1
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Services	444.6	3.4	14.8
Structures	66.4	2.5	2.8
Salaries, Wages	347.8	2.8	12.2
Surplus	56.2	0.1	5.4
Employment	14.547M	0.9	3.9

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MARCH 1989

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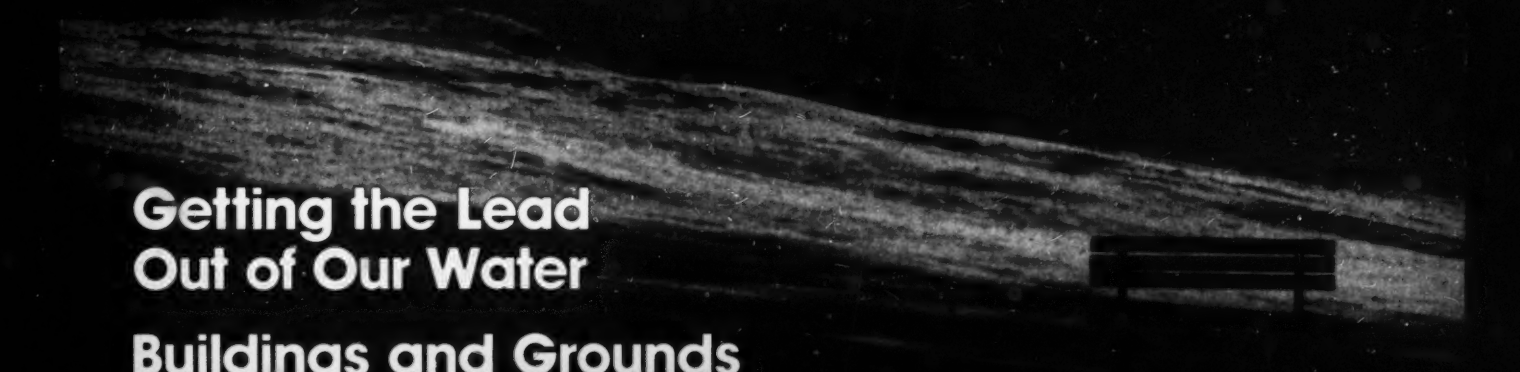

Getting the Lead Out of Our Water

Buildings and Grounds Maintenance

Landfills Become Landscapes

AMERICAN CITY & COUNTY®

March 1989 Vol. 104, No. 3

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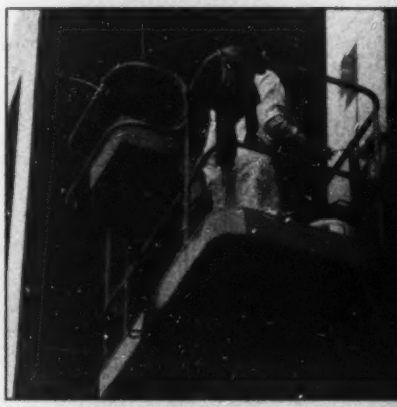

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EDITOR'S VIEW

An American Urban Forest

Most communities have a "tree lady" or a modern-day "Johnny Appleseed." Sometimes their's is a lone voice against cutting down a tree uprooting a neighborhood sidewalk. Sometimes they lead a group protesting a plan to knock down a forest for a housing development.

Tree ladies and men today are being regarded as more than council gadflies. Their cry to "save the trees" is taking on global significance. They are now saying "save the world," and in some places are being heard. In Los Angeles, for example, Mayor Tom Bradley wholeheartedly is supporting a group of community activists known as the Tree People who, in 1984, were successful in a campaign to get 1 million trees planted before the Olympic games were played. Now they are trying for 5 million new trees in Los Angeles to set an example for the rest of the nation.

In the park and recreation section of our issue this month, local government leaders are being urged to pay more attention to their urban forests, not only to create more livable cities, but to create a better world. Advice is offered about how to set up an urban forestry program and examples are given of how eight California cities are approaching the task.

Scientists and forestry experts, worried about the warming of the globe through the greenhouse effect, are warning the United States that we must reverse the decline of urban forests. The American Forestry Association (AFA) last October launched a Global ReLeaf program, the domestic side of which urges the planting of 100 million trees in American cities by 1992.

Trees can help reverse the greenhouse effect by absorbing the carbon dioxide that is being trapped in the atmosphere, turning the earth into a "planetary hothouse." Conservationists have been promoting tree planting for more than a century, but R. Neil Sampson, executive vice president of the AFA, in reference to the great drought of 1988, says "never before have our efforts been bolstered by a global imperative of the magnitude we experienced this summer. Global ReLeaf will show people that they can plant a tree and cool the globe."

The AFA estimates that 100 million trees planted in urban spaces could absorb 18 million tons of carbon dioxide a year. The United States, with one-20th of the world population, produces a quarter of the carbon dioxide that is contributing to the rise in global temperatures through the burning of fossil fuels. The effects of the pollution, coupled with deforestation, are prompting frightening scenarios of the future, and some scientists are telling us that the future is now.

We have had the five hottest years of the last century in the 1980s, and global temperatures are now the highest since records have been kept. The U.S. Senate last fall heard NASA scientist Dr. James Hansen testify that he is 99 percent certain the drought was a result of the global warming trend. After the hearings, the Senate declared that carbon dioxide buildup and global warming are the biggest environmental problems of the next decade.

Urban forests, surprisingly, account for 70 percent of the nation's forest land and they are in serious decline as cities expand out into rural forest areas. Experts estimate that only one tree is planted for every four removed by cities. Ed Macie, senior arborist for Fulton County, Ga., says Atlanta loses 50 acres of trees a day as the city burgeons. One nearby county has lost 26 percent of its forest cover in the past 10 years, Macie says.

The AFA has devised a formula to help cities figure out how many of the 100 million trees they should be planting. Very few cities so far are doing their part, and only one out of 20 surveyed by the AFA replaces as many trees as it removes. That city is Lansing, Mich. A third of the cities plant only one tree for every eight they destroy. Maintenance programs also are in serious decline. Almost all the cities surveyed reported spending more money to remove trees than to replace or maintain them.

Foresters acknowledge that rebuilding the urban forests alone isn't going to reverse the greenhouse effect. But it will help and will set an example for the rest of the world.

Los Angeles has started. Atlanta has started. New York has started, through Paul Kerzner, its "Johnny Appleseed," who has overseen the planting of 7,000 trees in four Queens neighborhoods. Lansing has started, and Chicago, through its Neighbor Woods project. The eight California communities Clay Martin writes about this month have started.

Unlike so many municipal issues, this one is easy. When a major tree-planting campaign is launched, no one will storm city hall, yelling "Not In My Back Yard." □

—Janette Mitchell

savant. The Southerly Wastewater Treatment Plant in Cleveland, operated by the Northeast Ohio Regional Sewer District, and the plant serving Appleton, Wis., were named co-plants of the year. A special 10-year service award was given to the treatment plant in Anderson, Ind.

SOUTHWEST

Friendly Texans Impress Visitors Most

The latest survey of visitors to Texas proves that "The Friendship State" is more than just a slogan.

The state Highway Department's "Auto Visitor Survey" for the third quarter of 1988 showed that friendliness is what visitors enjoy most about Texas, followed by scenery and good highways.

Don Clark, director of the department's Travel and Information Services, says the survey is needed because "the tourist dollar is critical to the Texas economy."

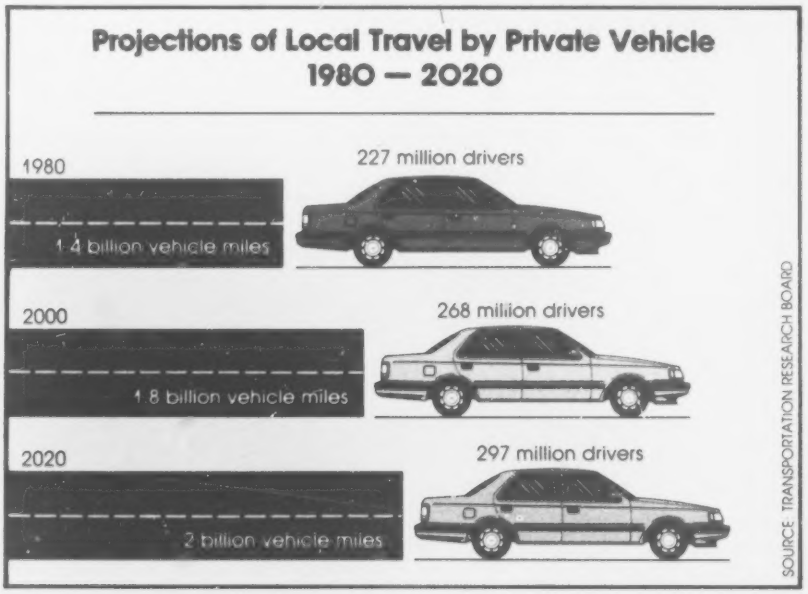
"The data on visitors gives the tourist industry the facts necessary to compete for the Texas share of a multibillion-dollar business," he says.

Dallas, San Antonio and Houston were the most popular cities, and the Alamo topped the list as the most popular tourist attraction. A majority of the visitors traveled to Texas for a vacation or to visit friends or family, while 15 percent came for business and conventions.

Oklahoma, Louisiana and California led the list of home states of Texas visitors. The average travel party consisted of two to three people, who spent an average of $465 during a five-day visit.

Travelers who stopped at Texas tourist bureaus filled out the 17-question survey. The 12 bureaus, operated by the Highway Department, provide routing information and other travel material.

SURVEY SPOTLIGHT



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Circle No. 16 On Reader Service Card

The **Producer Price Index** registered the greatest gain this month, 0.6 percent, to 109.0. The **Municipal Cost Index** rose 0.3 percent, to 116.7, while the **Consumer Price Index** increased 0.2 percent. The **Construction Cost Index** registered the least gain, 0.1 percent, but was down 8.5 percent from last year.

Among commodities, construction equipment rose 0.2 percent, to 113.2, while passenger cars rose 3.7 percent from last year. Trucks dropped 0.1 percent, to 117.1 for the month, but gained 5.7 percent from last year.

—Compiled by Tim Darnell

MOST RECENT MARKETBASKET

	Current Index	Percent Change From: Previous Month	Last Year
Air Conditioners	115.6	0.5	4.9
Apparel	113.3	0.6	3.5
Asphalt Roofing	96.4	−1.0	1.7
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Construction Machinery	113.2	0.2	3.2
Diesel Fuel	39.8	9.0	−19.6
Electric Components	118.8	0.4	2.7
Electric Power	110.6	1.3	2.0
Floor Coverings	116.6	0	4.5
Fuel Oil No. 2	51.4	8.2	−12.0
Foundry Products	111.4	0.1	4.1
Furniture	126.4	0.4	5.3
Gasoline	55.5	−5.5	−3.3
Generator Sets	124.9	0.7	6.2
Glass	110.9	0.2	1.5
Glass Containers	112.3	0.4	−0.2
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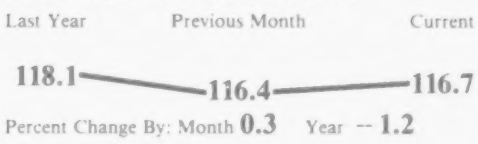
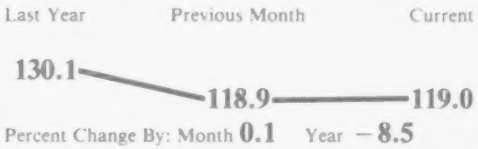
At-A-Glance Changes

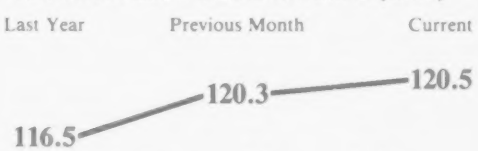
MUNICIPAL COST INDEX



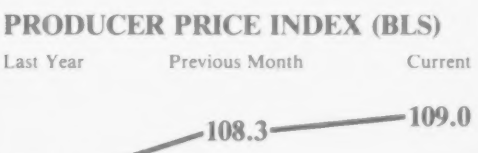
CONSTRUCTION COST INDEX



CONSUMER PRICE INDEX (BLS)



PRODUCER PRICE INDEX (BLS)



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APRIL 1989

AMERICAN CITY & COUNTY

The Snow Battle: Salt vs. Chemicals

Ending Paperwork Through Imaging?

Spotlight On Street Sweeping

Special Snow Conference Issue

AMERICAN CITY & COUNTY®

April 1989 Vol. 104, No. 4

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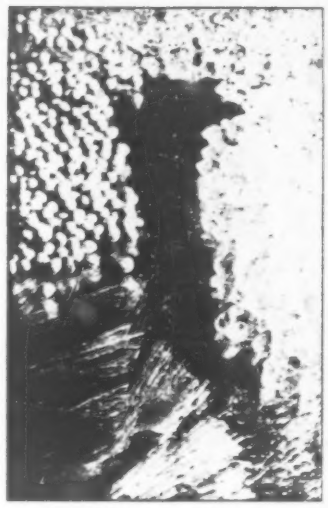
Grass-roots movements in American cities and counties against high-rise, commercial developments are just one response to an aging, overburdened and overworked infrastructure. Editorial Board member Mel Powell looks at this trend.

Cover photography by Arni Katz, Marietta, Ga.



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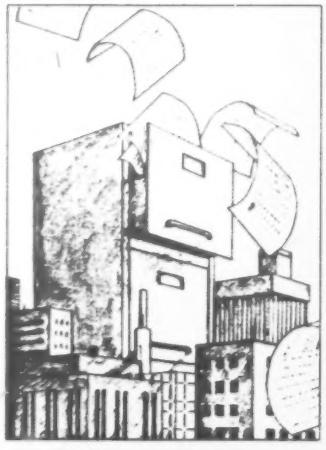

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A New Publisher, and an Invitation

We are pleased to introduce you this month to our new publisher, Gregg Herring, who has been active in the publishing business for 20 years.

Herring is a vice president of our parent company, Communication Channels, Inc., and has served in a management capacity on many of the company's other publications. Most recently, he has served as executive group publisher of the Technical Group at CCI. Sixteen of his 20 years in the business have been with Communication Channels.

Gregg Herring

"I look forward with great excitement to working in the important municipal sector," Herring says. "Obviously government at the local city and county level affects every citizen in the United States. I am humbled by the influence of *American City & County* magazine. I am excited to be a part of the process that will help all of our local governments meet the substantial challenges facing them now and in the future."

Some of those substantial challenges as well as some exciting frontiers were examined in depth last month when *American City & County's* Editorial Advisory Board met in Atlanta to help our staff chart its direction, assess its weaknesses and capitalize on its strengths.

Basically, the board, which includes some of the nation's top elected and appointed public officials, applauded the magazine's content and approach to exploring local problems, and the solution-oriented format.

Some said they would like to see the Across America column expanded and would like more of those application stories that support main feature articles in the magazine — stories that outline ways cities and counties are meeting the challenges that are common to all jurisdictions.

There also was discussion about reporting more on air pollution and the struggle many localities are having meeting air quality standards.

Board member Ron Jensen, Phoenix, Ariz., public works director, supported the positive approach to problem-solving taken by the magazine, but he pointed out that people can learn from failure as well as success and asked if readers might share some of their hardship stories.

He was among several of the advisers suggesting we encourage our readers to add their input to our editorial pages. We heartily agree and issue the invitation. Please pull up your soapboxes and participate in our discussion of the issues. We welcome your letters, one and all.

Let us know when we help you. And when we mislead you. When we do a public service and when we fail to. We want to hear your cheers — and your jeers, because that is how we gauge the best way to serve your needs. Tell us about a bad headline, tweek us about an incomplete story. Applaude or chide your colleagues when they are deserving and they may do the same for you.

We couldn't agree more with the 90-year-old ex-schoolteacher from Iowa who wrote *Time* magazine a couple of years ago, saying, "Letters are the best part of the magazine. They are the pulse of the public and stimulate my life."

In this month's issue, solutions to snow removal are explored in time for the annual snow conference of the American Public Works Association. We salute the efforts of the U.S. Department of Agriculture to extract an affordable snow-melter from corn, and encourage those who are working to fine-tune and bring down the cost of chemical solutions to snow removal, as outlined in our cover story, "The Snow Battle: Chemicals vs. Salt."

Also noteworthy in this issue are the many high-tech innovations cities and counties are embracing to solve their paperwork and communication problems and to improve efficiency, save money and serve the public. In Virginia, six localities are using computerized audio storage devices to provide their citizens with 24-hour access to city hall via taped messages. Program coordinators in Blacksburg and Hampton show their sensitivity to their constituents when they say it is important with such a system to erase any perception that city employees are avoiding contact with citizens, or that the taped messages are just a kind of answering machine. Rather, the purpose of the systems is to make information available day and night, seven days a week. □

—Janette Mitchell

AMERICAN CITY & COUNTY

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BPA

MUNICIPAL COST INDEXES

The **Municipal Cost Index** registered a 0.4 percent gain over last month, to 117.2, while the **Consumer Price Index** rose slightly more, 0.5 percent to 121.1. The **Producer Price Index** saw the largest jump, 1.2 percent over last month's 109.0. The **Construction Cost Index** showed the only decline, dropping 0.2 percent to 118.8.

Commodity readings that also dropped from last month include coal, concrete products, gasoline, glass, gypsum products, office machinery and cable wire. Petroleum registered the largest gain of any commodity, a rise of 12.2 percent to 49.6.

—Compiled by Tim Darnell

MOST RECENT MARKETBASKET

	Current Index	Percent Change From: Previous Month	Last Year
Air Conditioners	116.7	1.0	4.9
Apparel	113.4	0.1	3.2
Asphalt Roofing	96.0	−0.4	2.3
Ball Bearings	121.1	0.7	11.1
Coal	94.1	−0.6	−1.6
Communication Devices	103.9	0.6	0.5
Concrete Products	110.4	−0.1	0.6
Construction Machinery	115.2	1.8	4.2
Diesel Fuel	54.2	7.5	−0.7
Electric Components	119.5	0.6	3.0
Electric Power	110.8	0.2	2.8
Floor Coverings	116.9	0.3	3.7
Fuel Oil No. 2	56.1	9.1	1.1
Foundry Products	112.3	0.8	4.4
Furniture	126.8	0.3	4.6
Gasoline	55.4	−0.2	3.0
Generator Sets	126.1	1.0	6.4
Glass	110.6	−0.3	2.4
Glass Containers	112.3	0	0
Gypsum Products	111.1	−2.5	−8.1
Hardware	117.6	0.4	5.5
Heating Equipment	121.8	0.7	5.1
Industrial Chemicals	116.7	2.3	17.4
I.C. Engines	112.8	0.3	2.4
Iron	82.8	0	0.1
LP Gas	49.3	6.7	−10.4
Lumber	127.3	0	−3.3
Metal Fabrications	118.1	0.3	7.2
Mixed Fertilizers	108.3	1.9	5.4
Motor Vehicle Parts	108.2	0.3	1.9
Natural Gas	83.1	4.8	5.2
Office Machines	108.4	−0.3	2.2
Paint	125.4	1.1	13.0
Paper	128.7	0.8	9.0
Passenger Cars	116.4	0.1	3.9
Petroleum	49.6	12.2	−1.0
Plastics	140.8	0.6	15.9
Plumbing Fixtures	133.9	1.4	9.8
Plywood	105.6	1.0	0.3
Portland Cement	102.8	0	0.3
Pumps	112.7	1.2	5.7
Residual Fuel	41.9	5.3	−7.7
Rubber	109.9	0.4	0.9
Sand, Gravel	121.3	0.3	1.3
Sanitary Papers	117.9	0.2	5.7
Soaps, Detergents	119.8	0.1	7.5
Sporting Goods	107.3	0.7	2.5
Steel Mill Products	113.7	0.8	6.0
Switchgear	116.8	1.8	5.6
Synthetic Fibers	100.2	0.5	6.1
Tires, Tubes	95.9	0.4	3.8
Tools, Dies	112.3	0.3	2.3
Transformers	112.7	1.3	4.9
Transmissions	119.3	0.9	4.5
Trucks	117.1	0	5.7
Valves	117.8	0.9	6.8
Wire, Cable	147.3	−1.0	11.8
Wiring Devices	127.4	1.0	5.3

At-A-Glance Changes

MUNICIPAL COST INDEX

Last Year 112.8 — Previous Month 116.7 — This Month 117.2

Percent Change By: Month 0.4 Year 3.9

CONSTRUCTION COST INDEX

Last Year 116.4 — Previous Month 119.0 — This Month 118.8

Percent Change By: Month −0.2 Year 2.1

CONSUMER PRICE INDEX (BLS)

Last Year 115.7 — Previous Month 120.5 — This Month 121.1

Percent Change By: Month 0.5 Year 4.7

PRODUCER PRICE INDEX (BLS)

Last Year 104.5 — Previous Month 109.0 — This Month 110.3

Percent Change By: Month 1.2 Year 5.6

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	698.4	2.3	10.0
Federal Grants	109.4	−1.6	5.1
Durable Purchases	30.0	2.4	6.4
Consumables	48.0	5.0	27.7
Services	444.6	3.4	14.8
Structures	66.4	2.5	2.8
Salaries, Wages	347.8	2.8	12.2
Surplus	56.2	0.1	5.4
Employment	14.547M	0.9	3.9

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WasteExpo Special Issue

A Publication of Communication Channels, Inc

MAY 1989

AMERICAN CITY & COUNTY

Will Recycling Work?

Q&A with Lee Thomas

Editor's Financial Special Section

AMERICAN CITY & COUNTY®

May 1989 Vol. 104, No. 5

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Cover photos from Resource Recycling Magazine, Portland, Ore.; design by Damon Sanders.
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Shadows of the Spotlight

A public office, it has been said, can be as powerful and influential as the occupant wants it to be. But public works officials, more often than not, work in the shadows of the spotlight of recognition, dealing with matters their constituents, namely the citizens of their city or county, usually take for granted.

So it seems only just and fair that some national program should recognize their contributions to the quality of life Americans enjoy, one of the highest in the world.

The American Public Works Association has sponsored its Top 10 Public Works Leaders of the Year competition for almost 30 years. The program recognizes outstanding contributions and achievements in the field of public works, not only through professional accomplishments, but through social, community, and educational avenues as well.

So when an editor from *American City & County* was asked by the APWA to be a judge in its 1989 competition, we welcomed the invitation.

We have been reporting the victors of the competition every year since its inception, duly noting each winner's achievements. But now we had an opportunity to enter the behind-the-scenes realm of judging an international competition recognizing an important segment of *American City & County's* readership.

The whole process began with a bang, or rather, with a thump. Forty pounds of mail were dumped on my desk late one Friday afternoon. Entry forms, supporting data, photos, letters of recommendations, project descriptions — some stapled together, others in huge binders and notebooks. Ann Glaser, APWA's general secretary, told us that volumes upon volumes of information would be coming, but somehow the warnings didn't prepare us for the actual experience.

Between 30 and 40 hours of required reading (in between the rigors of working on a national magazine) was needed to digest all the information about each candidate. A total of 312 applications was received, from virtually every state, as well as Canada and Puerto Rico. Some applicants managed multibillion-dollar programs, while others scratched for every nickel and dime they could get for their departments.

Chicago is cold in February, when the actual judging takes place. Two weeks after receiving the award applications, we would gather in the APWA's home city, where each judge would present his or her list of 50 or so "favorite" candidates, kind of a semifinal. From there, the time-consuming, hair-pulling, teeth-gnashing narrowing process would begin.

The panel of judges represented a wide range of backgrounds as well. Allan Dieckgraefe came from University City, Mo., where he serves as director of public works, while Farnest Gloyna is a professor from the Department of Civil Engineering at the University of Texas/Austin. June Spence is an APWA past president now residing in Hammond, Ore., and Donald Weinert is executive director of the National Society of Professional Engineers.

No matter how much time and effort the judges put in, you had to believe that Ann had an even bigger job. Bringing five individuals from all parts of the nation into one place at one time is no small task. But her attention to detail was extraordinary. No matter how minute the detail, she treated even the most minor complaint with the greatest sense of urgency.

With more than 26,000 members, the APWA reaches into practically every city and hamlet in North America. So how long did it take to narrow our list down to 10 winners and two alternates? The amount of time the average American waits between lunch and dinner — little more than an afternoon.

That's not to say that the process was taken lightly and filled with easy compromises. Every judge had a listing of favorite candidates. What was so interesting was how each judge's semifinal listing overlapped that of the others, but for different reasons. They varied from the way the applicants promoted continuing education programs within their department to the cost-effective manner in which they managed large projects.

Regardless of the choices we made, the one common denominator among all the winners was excellence.

So this year, *American City & County* highlights the Top 10 Public Works Leaders of the Year in our Newsmakers section as usual, but with a new feeling of admiration and appreciation. As the magazine celebrates its 80th birthday this year in conjunction with the APWA Congress, we have an even better understanding of how it feels to work on the periphery of the public spotlight. □

—Tim Darnell
Managing Editor

AMERICAN CITY & COUNTY

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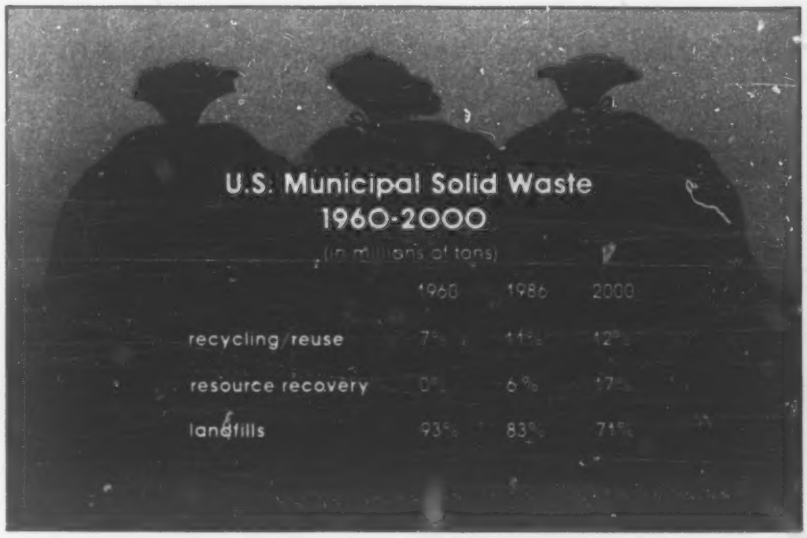
Landfill Alternatives Expected to Increase

A much larger portion of America's municipal solid waste will be recycled or used in resource recovery by the year 2000, according to "Landfill Capacity in the U.S: How Much Do We Really Have?," recently released by the National Solid Wastes Management Association.

According to the report, only 7 percent of the nation's municipal solid waste was recycled in 1960 and none of it was used in resource recovery. The remaining 93 percent was buried in landfills. By 1986, 11 percent of the garbage was recycled and 6 percent used in resource recovery, while the landfill figure dropped to 83 percent.

By 2000, the report predicts 12 percent, or 23.9 million tons, of America's solid waste will be recycled, while 17 percent (32 million tons) will be used in resource recovery. The remaining 71 percent, or 136.8 million tons, will be buried in landfills, the report says.

According to the U.S. Environmental Protection Agency's most recent estimates, Americans produce nearly 250 million tons of trash each year. Close to 160 million tons are generated by individual households and neighborhood businesses. Even after recycling and waste-to-energy combustion have taken place, more than 131 million tons must be buried in landfills, 57 percent of which are owned by city and county governments.



Guidelines Can Reduce Recycling Program Costs

The cost of some curbside recycling programs can be reduced by more than 20 percent by applying specific efficiency guidelines, according to research conducted by Willard Bishop Consultants Ltd., Barrington, Ill.

"Now that we are able to accurately quantify the costs of operating a curbside recycling program, the information can be used to develop guidelines that municipalities can keep in mind as they design new programs or move to improve the efficiency of their current programs," says Bill Bishop, president of the firm.

Overall costs are determined largely by specific factors such as crew size and the mix of materials collected. Bishop says that six efficiency guidelines have been developed to address those and other issues. The guidelines include minimizing driving time in the program; utilizing one-person collection crews; considering the mix of recyclables in evaluating program efficiency; reducing the cubic volume of glass, aluminum, or plastic as early as possible in the collection process; developing program procedures and designing household containers to minimize crew clean-up time; and fine-tuning program details to reduce non-productive use of labor.

In addition to the research being used to develop efficiency guidelines, it was used to create a computer-based collection cost model. Bishop says an important feature of the model is its ability to perform "what-if" simulations, such as what would happen if a two-person collection crew was reduced to one person, or what would be the economic effect of adding to or subtracting from the current mix of recyclables collected in a program.

Camden, N.J., to Have Unusual Waste Program

Foster Wheeler Corp., Clinton, N.J., has begun construction on a 1,050-ton-per-day waste-to-energy plant in the South Camden, N.J., Industrial Park.

The plant, valued at more than $100 million, will serve 26 communities in Camden County. Designed to operate in conjunction with a countywide recycling program to create a totally integrated waste disposal operation, the program will incinerate only material that cannot be recycled.

The plant, scheduled for completion in 1991, will generate 24 megawatts of electricity per day. The plant owner and operator, Camden County Energy Recovery Associates, is a partnership of wholly-owned subsidiaries of Foster Wheeler Power Systems. The project was financed through revenue bonds issued by the Pollution Control Financing Authority of Camden County.

The plant's stack will be monitored continuously to assure compliance with state air pollution standards.

Knox County, Tenn.: The Knox Metropolitan Solid Waste Authority has selected Foster Wheeler Power Systems, Clinton, N.J., for final negotiations to build and operate an $83 million waste-to-energy plant. The facility will process a nominal 900 tons of municipal refuse per day to generate 30 megawatts of electricity for utility distribution.

Hartford, Conn.: The Mid-Connecticut waste-to-energy plant, designed and built by Combustion Engineering Resource Recovery Systems, Stamford, Conn., has completed and passed all tests required for acceptance and has been placed in commercial operation by the Connecticut Resource Recovery Authority.

Norristown, Pa.: Mayor Samuel Vallone has announced the purchase of 15 new concrete decorator trash receptacles for the borough. The 30-gallon receptacles will be placed throughout the Main Street and West End business districts to encourage local businesses and residents to keep Norristown clean.

Gaston County, N.C.: Westinghouse Electric Corp., Pittsburgh, has been selected by the county as the vendor for a waste-to-energy plant. The plant, to be built near High Shoals, N.C., will be capable of processing up to 400 tons per day of the county's municipal waste.

NLC, NACo Hold Legislative Conferences

Once again a call for partnership among all levels of government echoed through Washington as thousands of local officials gathered for both the National League of Cities (NLC) and the National Association of Counties (NACo) recent annual legislative conferences.

Panetta

During general assemblies, members of Congress and the administration told NLC delegates they recognize the need for a strengthened partnership in order to tackle domestic problems during immense budget constraints due to the massive federal deficit.

House Budget Chairman Leon Panetta of California told the officials, "The essence of what our forefathers established in our Constitution was a partnership between all levels of government, working together to meet the challenges ahead of us." Panetta favors matching spending with revenues, treating defense and non-defense spending alike, protecting programs to aid the poor and allocating some funds to meet the nation's social needs.

Keynote speaker Elizabeth Dole, secretary of the U.S. Department of Labor, told delegates the nation's workforce demands a partnership as well. "Working together, federal, state and local governments, along with business and labor ... can fulfill a dream that every person who wants a job can have a job if they have the skills."

Dole opposes increasing the minimum wage dramatically without a training wage. "If we want to help people out of poverty, then we need to raise the levels of literacy and basic skills, provide education, remedial education, rather than raising excessively the minimum wage."

Rep. Beryl Anthony of Arkansas, a member of the House Ways and Means Committee, promised delegates that with their help, "federalism can be a two-way street." During the conference, Anthony received the League's Distinguished Congressional Award for his work on public finance and federal tax exemption laws.

The new secretary of Housing and Urban Development, Jack Kemp, told the league's board of directors his interest is in "building bridges to the mayors."

Phoenix Mayor and NLC President Terry Goddard outlined the basic investments needed in America's cities.

"These priorities address the root causes of the decay in urban America," he said, and called for federal support for enterprise zones, a new housing initiative and full funding for the McKinney Homeless Bill, the drug bill, and Head Start.

Leaders of Congress and the administration were equally supportive when addressing the NACo conference.

Bill Canary of the Intergovernmental Affairs Office told NACo directors the administration understands that local government is not just another special interest group, that unfunded mandates are bad for local government, and that a partnership between governments can and should be accomplished. "You do have a friend in the White House," he said, referring to President George Bush.

During one general assembly, Sen. James Sasser, chairman of the Senate Budget Committee, noted the deteriorating share of federal aid given to counties over the past eight years. He said the Reagan administration's decision to eliminate general revenue sharing was wrong.

"You have contributed your fair share and more to the deficit reduction prices," he said, adding that the trend cannot continue. As he oversees the Senate's budget-making process, he promised counties would get a fair fiscal deal in 1990.

Panetta, also addressing the NACo delegates, said he recognizes the financial predicament of local governments, but "no one can tiptoe past the problem of making tough (budget) choices." He noted that there is little left to cut in the 12 to 14 percent of the budget that supports domestic programs, which already has been cut by 25 percent over the past eight years. "If we cannot provide you with the resources, then we better damn not hand you the mandates," he said.

Vice President Dan Quayle was the keynote speaker at the conference, and said Bush supports fewer federal mandates, especially in the area of mandatory parental leave and health insurance.

He also explained the philosophy that will guide the new administration: the principles of decentralization, partnership and accountability. Quayle said decentralization acknowledges that people in local areas are well-equipped to make decisions, that partnership acknowledges that one level of government cannot solve all problems by itself and that government must also reach out to the private sector. "We want to see success. We want to see opportunities and more individual choice."

Marian Wright Edelman, founder and president of the Children's Defense Fund, received a standing ovation after she detailed the plight of the nation's children. "Children's issues are important issues. Our children are getting poorer as our nation gets richer. We can save our children and our future, but

SURVEY SPOTLIGHT

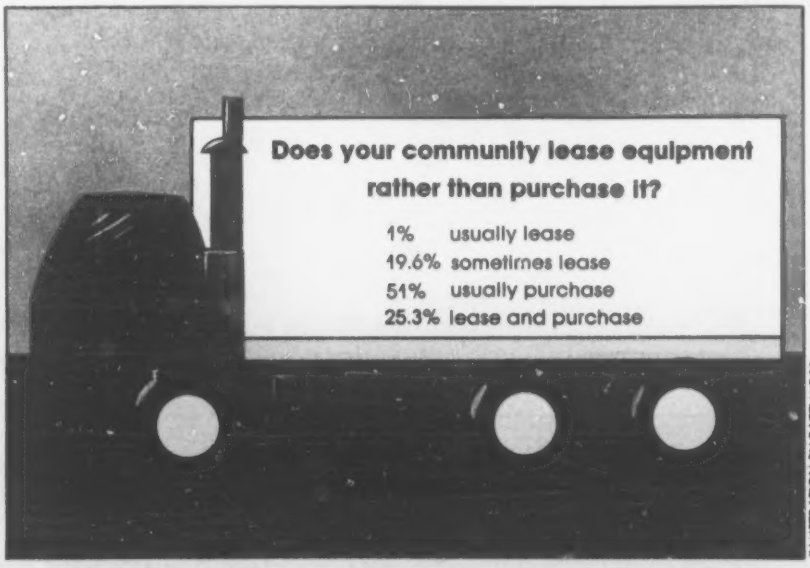
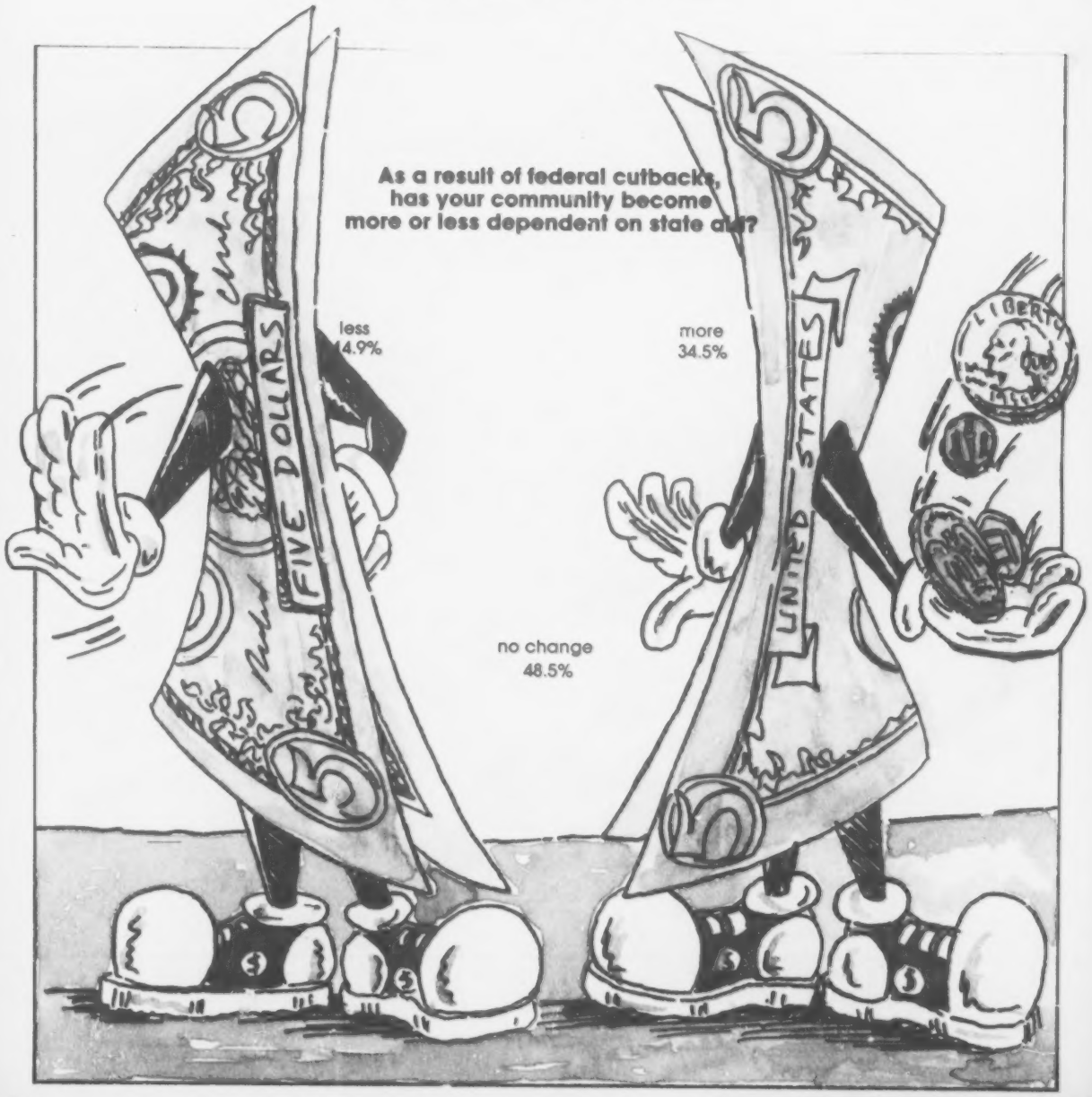

Does your community lease equipment rather than purchase it?
1% usually lease
19.6% sometimes lease
51% usually purchase
25.3% lease and purchase

ILLUSTRATION BY PATTI VOSS

Exclusive Survey:

Local Governments Standing On Their Own

By Tim Darnell, Managing Editor



Managing growth in Southern California has been a hot item for more than a decade. Various growth referendums, commercial development restrictions, and other grass-roots voter initiatives still appear on ballots regularly. But one voter reaction to growth and a perception of excessive spending has put many California communities in a financial straitjacket.

Ten years ago, voters put a restriction on how much cities are allowed to spend based on individual historical spending patterns, limiting the amount of money California cities can spend regardless of their income.

"This has created chaos in some cities," says Hal Conklin, a councilman from Santa Barbara. "It affects different cities in different ways. Some communities are not allowed to pay for police and fire services, even though they have the money. What has been created is a meat-axe approach."

Even so, Santa Barbara is holding its own. "In the face of all this, we have had to be much more creative about managing local finances," says Conklin, who sits on the National League of Cities Board of Directors. "We are not depending on the state to help, and we don't expect the federal government to ever be there again for us. We are funding some projects through bond initiatives."

Most communities are standing on their own feet like Santa Barbara, even on shaky financial ground. An exclusive *American City & County* survey found that more than 63 percent of local governments either are less dependent or no more dependent on state aid for financial assistance during recent federal cutbacks, a trend that Pat Glisson, Atlanta's commissioner of finance, says may be only temporary.

"What we may be seeing today is an intermediate stage where cities and counties are determining what to ask the state for," says Glisson, a past president of the Government Finance Officers Association and a member of *American City & County's* Editorial Advisory Board. A little more than 34 percent said they have become more dependent.

The survey of 1,000 local officials was conducted by the Research Division of *American City & County* and had a completion rate of 38.8 percent. The maximum sampling error was plus or minus 5 percent, a 95 percent confidence level.

Most respondents are located in the Southeast (23.7 percent). Others hail from the Upper Midwest (2) percent), the Northeast (21.6 percent), the Southwest (17.3 percent), the Lower Midwest (9.3 percent) and the Northwest (4.4 percent). Also, more respondents oversee budgets of between $2 million and $10 million (42.5 percent), while only 5.4 percent enjoy budgets of more than $100 million. Equally divided were respondents with budgets of less than $2 million and budgets between $11 million and $25 million.

What taxes would you raise for deficit-reduction purposes?

ALL ILLUSTRATIONS BY ROBERT CLARK

In addition to being ambivalant toward state aid, most respondents anticipate no drastic change in federal policies from George Bush. Sixty-six percent of the respondents said the Bush administration will be no more responsive to local fiscal concerns than President Reagan's; 27.1 percent said more responsive and 5.2 percent said less.

More survey respondents would prefer the federal government raise taxes and cut spending to fight the deficit, rather than simply one or the other. Of those who picked between the two, 39.9 percent prefered spending be cut, while only 4.1 percent favored raising taxes.

More than 50 percent of survey respondents said they would raise corporate taxes to reduce the deficit, while 40.7 percent chose oil/import taxes. Excise taxes ranked third with 36.9 percent, followed by gasoline taxes (36.3 percent), and individual income taxes (19.6 percent). More respondents indicated they would cut spending for foreign aid (75.5 percent), while military spending (63.7 percent), entitlement programs (32.7 percent), and domestic programs (24 percent) followed.

But while cities and counties still are providing needed and expected services, cutbacks and sacrifices have been necessary. Some communities have imposed or raised user fees (61.9 percent), increased taxes (47.4 percent), reduced services (31.4 percent), made cutbacks in staff (28.9 percent), or privatized services (22.7 percent).

Infrastructure repair ranks at the top of the list of services reduced, with 40.7 percent of respondents indicating cutbacks because of declining federal aid. Social services follows with 14.2 percent, garbage collection with 8 percent, and housing rehabilitation with 7.5 percent.

Public works is far and away the area most affected by federal cuts, with 57.2 percent noting reductions. Social services follows with 26.5 percent, then transportation (14.7 percent), police services (12.4 percent), administration (11.1 percent), education (10.1 percent), health care (8.2 percent) and fire departments (5.9 percent).

Bonds are becoming more popular as an alternative to financing programs. In November 1988, 91 percent of all bond referendums on ballots nationwide were approved by voters. Almost 76 percent of those responding anticipate future bond issues, while 23.2 percent do not. Outlays anticipated for future bond issues include roads and bridges, parks and recreation, schools, sewer and wastewater treatment facilities, and water provisions.

But the outlook for municipal bonds is more unclear. Some financial experts anticipate a shrinking market in the near future, and more investors may be unwilling to assume municipal debts. Almost 45 percent of survey respondents have contracted with an outside organization, such as a bank or brokerage firm, to provide financial consulting services.

"The alternative minimum tax for corporations will increase Jan. 1, 1990, and property and casualty companies may be out of the market for municipal bonds," says Raiph Horne, executive vice president of First Tennessee Bank and chairman of Public Securities Association's municipal division. "This will leave only individual investors and insurance companies that may find

these types of bonds attractive. But these types of buyers are hard to predict, and they may shy away from municipal bonds."

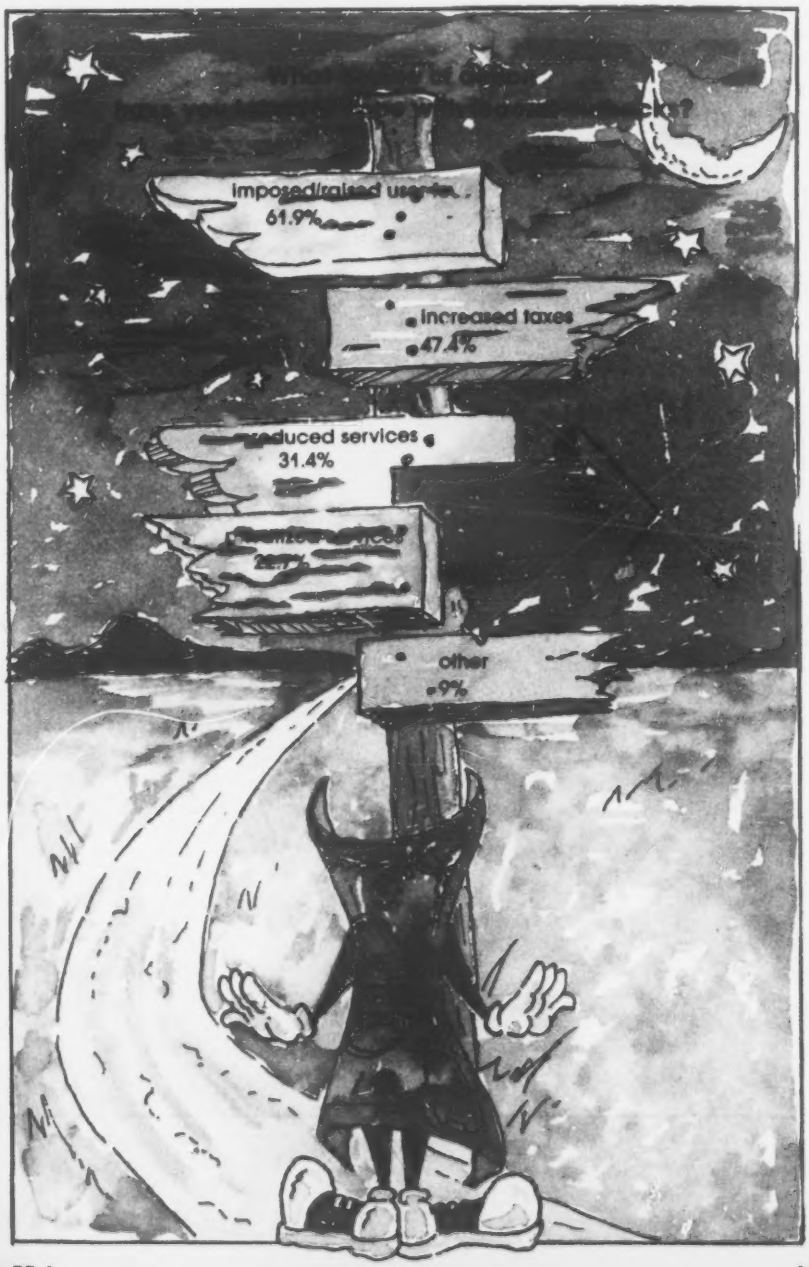
However, David Elliot, president of the Municipal Bond Investors Association (MBIA), says the outlook for municipal bond investment is brighter, given the tax-exempt nature of the bonds and the need to repair the nation's infrastructure.

"Municipal bonds are the last tax-shelter game in town," Elliot says. "As interest rates rise, this should add to the attractiveness of municipal bonds. In corporations, the higher the tax rate is, the more they should want tax-exempt bonds."

A study commissioned by the MBIA found that total state and local spending needs to be increased anywhere from $10 billion to $70 billion a year to maintain America's infrastructure (*American City & County*, April 1989.) "It's no secret the federal government is not as generous as it used to be," Elliot says. "Communities will more and more avail themselves of this type of financing tool. The demand is there for tax-exempt paper and the need is there also."

What can a municipality do to make its bonds more attractive? Horne advises keeping a watchful eye on interest rates and shoring up a bond's credit worthiness.

"We are in the middle of an inverted yield curve right now, and these usually last about a year," he says. "We may see a recession pretty soon to bring interest rates down. There are a lot of people out there who are not buying municipal or any other types of bonds because they are waiting for interest rates to go down."



For the future, communities are more likely to privatize services than they were five years ago, with only 26 percent saying they are less likely. Garbage collection ranks at the top of the list of services most likely to be privatized, with basic maintenance services, road construction, wastewater treatment, parks and recreation and other solid waste services next in line.

The Governmental Accounting Standards Board (GASB) is updating its procedures manual, which occurs every five years. A recent survey by the Financial Accounting Foundation, responsible for funding and selecting members of the GASB, found that most leaders in state and local government believe there is a great need for financial accounting and reporting for state and local government entities.

"The basic proficiencies of financial operations, such as accounting, budget and cash management may change as a result," Glisson says. "But the thing that sticks out in my mind is that we, as finance officers, are gravitating away from everyday, nuts-and-bolts operations, to larger areas, such as financing economic development, figuring out ways to fund social needs, how to deal with an aging population, etc. These policy aspects are things we are not accustomed to.

"Clearly this is a trend we can expect to continue, but we cannot lay aside those other things."

Jack Miller, national director of government services for Peat, Marwick, Mitchell & Co., foresees even greater changes for local finance officials over the next eight to 10 years.

"Transformation is what we are looking at today, and these transformations will take place in the areas of technology, executive information systems, service capacities and deliveries, not in the realm of debits and credits," he says. "The lack of advanced technology is one of the biggest weaknesses among government today. We have an information overload in government, but not the technology to handle it."

With so many local finance officials anticipating no change in direction from the federal government, and with so many uncertainties ahead for local coffers, American cities and counties may remain on their own for some time, facing their own unique set of circumstances as Santa Barbara, yet still providing the services their constituents have come to expect. As Glisson says, "The concept of survival suggests that you figure out ways to keep the machine running first, and determine what assistance may be needed later." □

MUNICIPAL COST INDEXES

For the fifth month in a row, the **Municipal Cost Index** registered a slight increase, experiencing a 0.3 percent rise to 117.5. The **Construction Cost Index** saw the smallest gain, a 0.1 percent increase over last month's 118.8. Both Bureau of Labor Statistics figures also rose, with the **Consumer Price Index** reading 121.6, and the **Producer Price Index** registering 110.8.

MOST RECENT MARKETBASKET

	Current Index	Percent Change From: Previous Month	Last Year
Air Conditioners	116.5	−0.2	4.0
Apparel	113.6	0.2	3.6
Asphalt Roofing	94.4	−1.7	1.8
Ball Bearings	122.5	1.2	10.7
Coal	93.8	−0.3	−2.6
Communication Devices	103.8	−0.1	0.4
Concrete Products	110.6	0.2	0.7
Construction Machinery	115.3	0.1	3.9
Diesel Fuel	54.2	0	5.2
Electric Components	119.2	−0.3	2.2
Electric Power	110.7	−0.1	2.5
Floor Coverings	115.3	−1.4	1.9
Fuel Oil No. 2	52.5	−6.4	1.2
Foundry Products	113.2	0.8	5.2
Furniture	126.9	0.1	4.5
Gasoline	56.9	2.7	5.6
Generator Sets	127.5	1.1	7.1
Glass	110.4	−0.2	1.8
Glass Containers	112.5	0.2	0.3
Gypsum Products	110.9	−0.2	−5.0
Hardware	118.7	0.9	6.1
Heating Equipment	123.0	1.0	3.9
Industrial Chemicals	117.6	0.8	17.2
I.C. Engines	112.7	−0.1	1.9
Iron	82.8	0	0.2
LP Gas	52.4	6.3	−0.4
Lumber	127.3	0	−3.5
Metal Fabrications	118.6	0.4	7.0
Mixed Fertilizers	108.9	0.6	4.8
Motor Vehicle Parts	108.4	0.2	2.2
Natural Gas	84.7	1.9	9.3
Office Machines	108.5	0.1	2.4
Paint	130.3	3.9	17.2
Paper	130.2	1.2	9.7
Passenger Cars	116.0	−0.3	3.7
Petroleum	50.2	1.2	1.0
Plastics	141.3	0.4	14.4
Plumbing Fixtures	135.7	1.3	9.8
Plywood	109.5	3.7	4.9
Portland Cement	101.8	−1.0	−1.4
Pumps	113.2	0.4	6.0
Residual Fuel	43.7	4.3	0.5
Rubber	110.5	0.5	1.7
Sand, Gravel	121.9	0.5	1.9
Sanitary Papers	121.7	3.2	8.0
Soaps, Detergents	119.8	0	7.5
Sporting Goods	108.1	0.7	2.8
Steel Mill Products	114.4	0.6	6.2
Switchgear	118.0	1.0	5.8
Synthetic Fibers	100.7	0.5	6.3
Tires, Tubes	96.8	0.9	4.2
Tools, Dies	112.7	0.4	2.5
Transformers	114.5	1.6	5.9
Transmissions	120.0	0.6	4.8
Trucks	117.1	0	5.7
Valves	118.6	0.7	7.3
Wire, Cable	146.0	−0.9	15.1
Wiring Devices	128.3	0.7	5.4

Air conditioning equipment dropped 0.2 percent, while heating equipment rose 1.0 percent to 123.0. Electric power also dropped 0.1 percent.

—Compiled by Tim Darnell

At-A-Glance Changes

MUNICIPAL COST INDEX

Last Year 113.1 — Previous Month 117.2 — Current 117.5

Percent Change By: Month **0.3** Year **3.9**

CONSTRUCTION COST INDEX

Last Year 116.7 — Previous Month 118.8 — Current 118.9

Percent Change By: Month **0.1** Year **1.9**

CONSUMER PRICE INDEX (BLS)

Last Year 116.0 — Previous Month 121.1 — Current 121.6

Percent Change By: Month **0.4** Year **4.8**

PRODUCER PRICE INDEX (BLS)

Last Year 104.6 — Previous Month 110.3 — Current 110.8

Percent Change By: Month **0.5** Year **5.9**

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	698.4	2.3	10.0
Federal Grants	109.4	−1.6	5.1
Durable Purchases	30.0	2.4	6.4
Consumables	48.0	5.0	27.7
Services	444.6	3.4	14.8
Structures	66.4	2.5	2.8
Salaries, Wages	347.8	2.8	12.2
Surplus	56.2	0.1	5.4
Employment	14.547M	0.9	3.9

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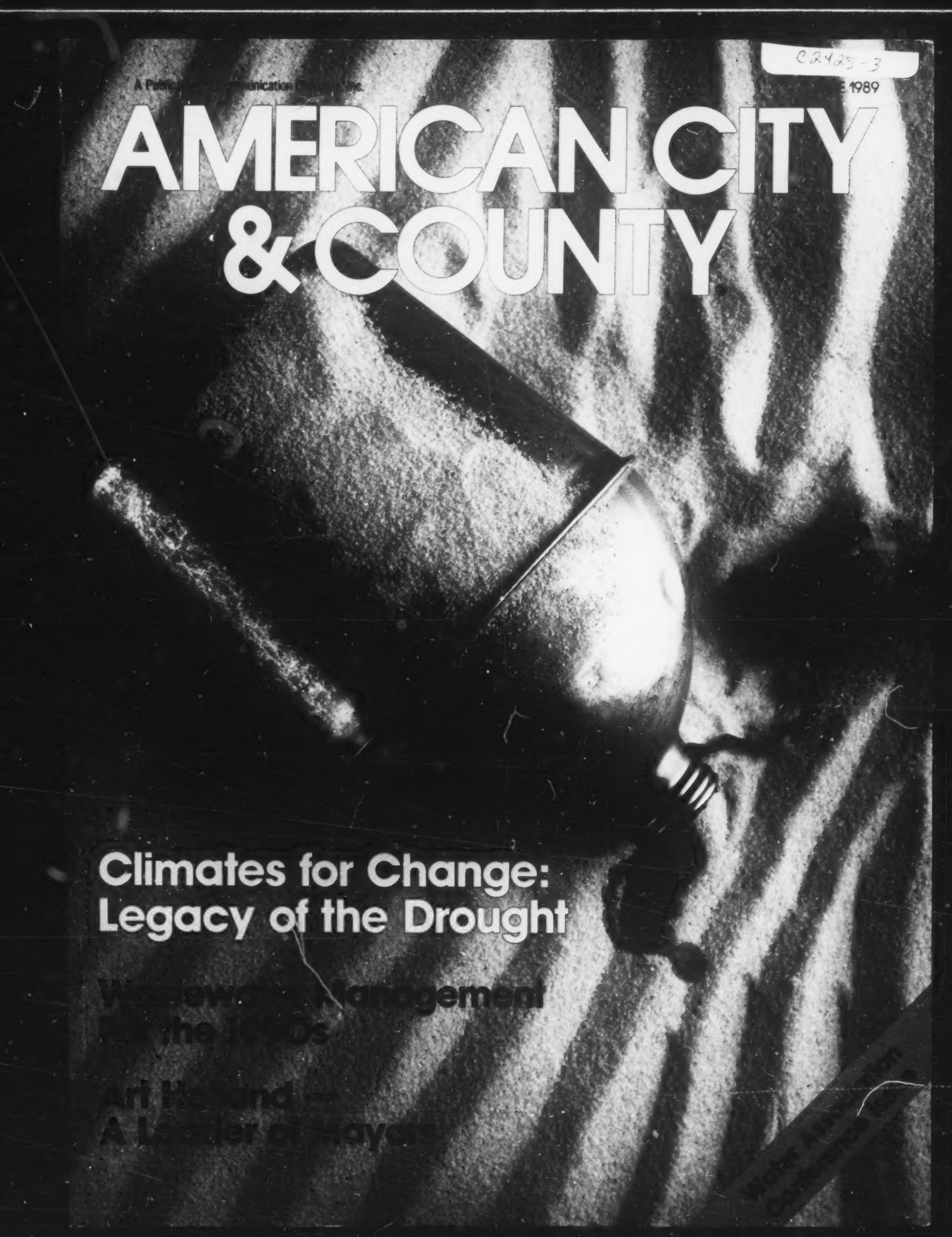
1989

AMERICAN CITY & COUNTY



Climates for Change: Legacy of the Drought

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AMERICAN CITY & COUNTY®

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Strategies for the Future

Citizens in New Bedford, Mass., face a $600 million bill for mandated environmental work. Their entire annual city budget is only $120 million. Mayor John Bullard says being ordered to come up with $600 million is akin to being ordered to fly.

While New Bedford might represent a worst-case scenario, cities and counties all over the nation to some degree are caught in the same vice — being ordered to do more to clean up the environment with less financial assistance. The theme of this month's wastewater section — "Doing More With Less" — could be the local government slogan for all municipal operations for the last two decades of the 20th century.

And while the authors specifically discuss the wastewater challenges facing New Bedford and other cities, their "Strategies for the '90s," as well as their theme, could apply to a wide range of municipal problems, from water supply and infrastructure deterioration to the solid waste crisis.

Strategies include: get political, be proactive, negotiate, plan long-range, turn to new technologies, reuse resources and go back to the basics.

Getting political means working with legislators and regulators, lobbying and working with agencies that have common goals, something cities and counties increasingly have been doing in the 1980s. But it goes beyond that. Probably more than anything, it means educating the public — developing "a local constituency, so as the rates rise, the public perceives the benefit," as management consultant John Gall says in the wastewater story.

The U.S. Environmental Protection Agency (EPA), late last year predicted big rate increases facing the American public in the near future. Residents in the smallest communities and the largest cities especially will be hard hit by hikes in water and sewage treatment. EPA estimates that 55 percent of all small communities will have to raise their user charges by 50 percent or more to meet new federal regulatory requirements. The national average per household by 1996 will be a $100 annual increase, $170 in small towns and $160 in large cities.

EPA's strategies for the 1990s include encouraging more public-private partnerships, information sharing between communities, self-help programs, and educating a public that always has taken it for granted that turning on the tap means clean water and pulling the plug is its only responsibility in disposing of used water.

"What is most exciting about these creative approaches is that local citizens — real people — are taking a more active role ensuring their community's environmental security," Assistant EPA Administrator Charles Grizzle told the National League of Cities. "A sense of ownership and commitment then prevails. And hopefully that commitment will be renewed each time we take out the trash or turn on the tapwater."

Communities that have launched extensive community outreach programs have seen remarkable benefits. People want to get involved, to feel that something they do can make a difference. In our cover story this month on water supply problems and drought, examples of successful water conservation programs abound. Jay Lehr, executive director of the National Well Water Association, says last year's drought wasn't all bad. It made people realize that reduced water supplies are a fact of life and gave hope that widespread public interest in conservation won't "dissolve with the next burst of heavy rainfall."

In addition to saving water, he says, public education has a psychological benefit. "With the right mindset, people are more likely to vote for a bond issue, for example, that raises capital for a new leak detection or metering program. Public education convinces consumers that they are an important part of the solution."

Some of the most successful public education/public involvement programs have been carried out with very little monetary investment. Phoenix's water conservation plan, which resulted in a 6 percent per capita reduction in water use, relied heavily on local media coverage and advertising space donations. In Pasadena, Calif., an 8 percent reduction was achieved, and Marin County, Calif., took drastic measures and reduced use by 18 percent.

Cities and counties will not be able to solve all their problems by uniting their citizens behind their efforts, as Mayor Bullard probably would attest, but who knows what mountains might be moved? □

—Janette Mitchell

AMERICAN CITY & COUNTY

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BPA

Aluminum Cans Recycled At Record-Setting Pace

Used aluminum beverage cans are being recycled in record-setting numbers, according to a survey of the Institute of Scrap Recycling Industries (ISRI).

According to the survey, the used aluminum beverage can recycling rate hit 54.6 percent in 1988, reclaiming 42.5 billion cans last year, compared to 50.5 percent and 36.5 billion cans in 1987.

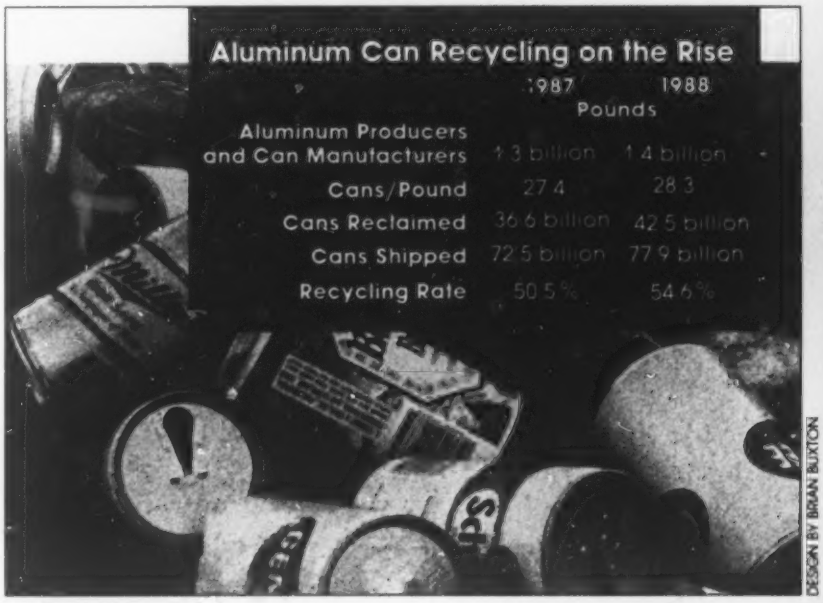
ISRI conducted the annual survey in cooperation with the Aluminum Association and the Can Manufacturers Institute. The industry groups surveyed various market segments, including sheet mills, secondary smelters, scrap processors and remelters, miscellaneous users of scrap aluminum and scrap metal exporters.

The survey also revealed an increase of about 30 percent in exported used cans, plus used beverage cans as a remelted product, up from 30,254 tons in 1987 to 39,300 in 1988.

In the United States, the largest consumers of used beverage cans are the aluminum sheet rollers, including integrated aluminum producers and independent sheet mills. ISRI estimates their combined intake exceeds 90 percent of the total 1.5 billion pounds melted and consumed in 1988. The survey noted that secondary aluminum smelters are not significant can scrap purchasers, primarily because of metalurgical aspects involved in producing die casting alloys.

In 1988, 28.25 aluminum cans were needed to make a pound, compared to 27.4 cans per pound in 1987. In an attempt to reduce manufacturing costs and conserve resources, aluminum can producers have been "lightweighting" cans for several years.

For example, 23 cans equaled a pound in 1981, 25.9 in 1984, and 26.6 in 1985. The Aluminum Association supplied can weight figures.



Georgia Establishes Recycling Initiative

The Georgia Department of Natural Resources' Environmental Protection Division (EPD) has launched Project PETRO, a major initiative which will give residents the opportunity to recycle waste oil that has been collected after they have changed the oil in their cars, trucks and lawnmowers.

Millions of gallons of oil are changed annually in the state. Some people dispose of the oil by pouring it on the ground or into storm sewers, allowing it to seep into streams and resulting in possible contamination of drinking water supplies. Small quantity generators, such as small industry automobile fleets and service stations, also contribute to the problem.

Project PETRO, which stands for Protect the Environment Through Recycling Oil, is aimed at making Georgians aware of the advantages of collecting used oil for re-refining and reuse.

"Not only will this program conserve oil, which is a valuable, non-renewable resource, but it will also set an example showing Georgia is minimizing a major waste," says John Taylor, chief of EPD's Land Protection Branch. "We encourage citizens and businesses to participate in the recycling program and assist us in our efforts to protect Georgia's natural environment."

The EPD plan will depend on public support in taking used oil to collection points. Waste oil handlers will take the oil to a processing plant where it will be converted into marketable products such as fuel for industrial furnaces.

Project PETRO was established through a $116,500 grant from the state Office of Energy Resources.

Hudson Falls, N.Y.: Construction is scheduled to begin immediately on a $60 million, 400 ton-per-day waste-to-energy plant, to be designed and built by Foster Wheeler Corp., Clinton, N.J. Commercial operation of the plant is scheduled for summer 1991.

Broome County, N.Y.: Foster Wheeler Broome County Inc., has signed a contract with the Broome County Resource Recovery Agency to build, own and operate a $69.2 million waste-to-energy facility in Kirkwood, N.Y. The facility will process a nominal 500 tons of municipal refuse per day to generate 18 megawatts of electricity for utility distribution.

Washington, D.C.: The Institute of Resource Recovery, a part of the Washington-based National Solid Waste Management Association, has elected its 1989 officers. They are David Sokol, president and chief executive officer of Ogden Martin Systems, chairman; and Fred Pollier, marketing manager of the Resource Energy Systems Division of Westinghouse, vice chairman.

Kearny, N.J.: Norton Chemical Process Products, Akron, Ohio, has announced the licensing of its Selexol Solvent gas purification process for the GSF Energy-operated municipal landfill in Kearny. The plant will produce a medium btu natural gas to be utilized by local industrial customers.

West Chester, Pa.: The U.S. Environmental Protection Agency has granted Roy F. Weston Inc., West Chester, Pa., a national permit for its transportable incineration system. The permit allows the firm to incinerate PCB-contaminated soils, liquids and sludges in any state without further permit approvals.

Lorton, Va.: SCS Field Services has been awarded a contract to install a landfill gas collection system to protect the resource recovery facility under construction adjacent to the Interstate-95 landfill in Lorton. The plant is being built by Ogden Martin Systems. □

Population and Urban Stress Related

Cedar Rapids, Iowa, ranks best and Gary, Ind., ranks as worst in a new Urban Stress Test conducted by Zero Population Growth, a Washington, D.C.-based non-profit organization studying the effects of overpopulation.

The year-long survey rated 192 U.S. cities on a broad range of population-linked social, economic and environmental stresses that affect quality of life. All U.S. cities with populations more than 100,000 were surveyed.

Each city was rated on a scale from 1 to 5 (1 = Best, 2 = Good, 3 = Warning, 4 = Danger, 5 = Red Zone) on 11 related criteria, including population change, crowding, education, violent crime, community economics, individual economics, births, air quality, hazardous wastes, water and sewage. Ratings were based on statistical data collected from private and governmental organizations. The scores each city received in the 11 categories were averaged to develop an overall score.

Cedar Rapids came in first with a 1.6 overall rating. Other top-ranking cities and their scores included Madison, Wis. (1.7); Ann Arbor, Mich., and Lincoln, Neb. (1.8); Fargo, N.D., and Livonia, Mich. (1.9); Concord, Calif. (2.0); and Alexandria, Va., Eugene, Ore., Roanoke, Va., and Worcester, Mass. (2.1).

Gary scored 4.2 overall. Other cities that fared poorly included Baltimore, Chicago, Houston, Jersey City, N.J., and Pomona, Calif. — each with an overall rating of 4.1. Ten of the 20 cities with the lowest overall marks were in Texas, California and New Jersey. The average population of the 20 lowest-ranked cities was 10 times larger than that of the 20 highest-rated cities.

"Overpopulation is not just a Third World problem," says Susan Weber, executive director of the organization. "It affects typical American communities in ever more conspicuous and destructive ways. Accelerating crime rates, diminishing air and water quality, shrinking open space, traffic-choked highways and skyrocketing housing prices are just some of the negative consequences."

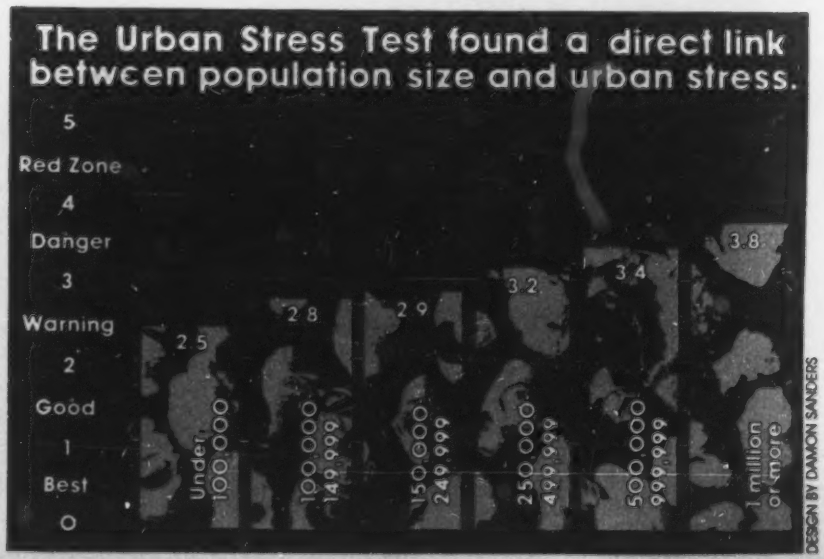
The majority of the 22 top-rated urban areas were in the Midwest, while almost one-third of the 20 lowest-rated cities were in the South. Columbus, Ohio, received the best score of all cities with populations more than 500,000, while Baltimore and Chicago tied for the lowest score in this category. Virginia Beach, Va., scored highest among cities with between 250,000 and 500,000 people; El Paso, Texas, scored lowest in this category.

Colorado was the only state to have more than one city that rated tops for education, with two. Eight of the 13 cities rating best for air quality were in Virginia; seven of the worst were in California and five in Arizona.

Phoenix was the only city to receive "Red Zone" ratings on all four environmental indicators — air quality, hazardous wastes, water and sewage. Three cities tied for the best overall environmental index — Abilene, Texas, Roanoke and Winston-Salem, N.C.

Thirteen of the cities scoring best for community economics were in California, followed by North Carolina with five. Texas headed the worst list with eight cities.

SURVEY SPOTLIGHT



WasteExpo Focuses On Disposal Woes

Rapidly dwindling landfill capacity and public attitudes about trash — including the renewed recycling furor — were topics that dominated discussions at the National Solid Wastes Management Association (NSWMA) WasteExpo '89 in Chicago.

"Managing the Waste Stream" was the theme of the annual meeting and show, which attracted 375 exhibitors last month and included technical sessions on a wide range of waste management topics.

NSWMA released two studies during the expo, one revealing that landfill capacity in the United States is likely to fall below needs by 1998 and another showing that most Americans place "taking care of the trash" high on their list of local priorities.

"These two reports highlight our imminent shortfall of waste disposal capacity while underscoring public reluctance to address the problem," said Robert Wasserstrom, NSWMA public affairs director, who released the studies.

A report titled "Landfill Capacity in the Year 2000" said many communities will be forced to ship their wastes to distant sites at high costs because half of the nation's landfills will be closed by 1995. NSWMA estimates that 75 percent of the 160 million tons of trash Americans throw away every year is deposited in landfills, and that construction rates for new landfills add only 4 million tons of new capacity a year, far short of the amount needed to keep pace with the closures.

In the second report, "Public Attitudes Toward Garbage Disposal," Americans surveyed ranked assuring adequate disposal third on a list of major community problems, behind improving public education and providing affordable housing. It was ranked second to education when NSWMA took the same poll last summer.

The new poll showed renewed support for stricter environmental regulation, especially air pollution and groundwater controls, a drop in public support for building new landfills and

Both the **Consumer Price Index** and the **Producer Price Index** increased 0.6 percent over last month's readings. The **Municipal Cost Index** continued its steady rise, increasing to 117.9. Only the **Construction Cost Index** remained steady from last month.

Construction machinery rose 0.3 percent, to 115.7; heavy motor trucks also registered 115.7. Concrete products registered no change, while foundry products rose 0.4 percent. Portland cement dropped 0.1 percent, to 101.7.

—Compiled by Tim Darnell

MOST RECENT MARKETBASKET

	Current Index	Percent Change From: Most Recent Month	Last Year
Air Conditioners	117.2	0.6	4.5
Apparel	113.0	−0.5	2.9
Asphalt Roofing	93.9	−0.5	0.5
Ball Bearings	125.5	2.4	13.8
Coal	93.7	−0.1	−2.2
Communication Devices	103.8	0	1.6
Concrete Products	110.6	0	0.7
Construction Machinery	115.7	0.3	4.2
Diesel Fuel	57.7	6.5	14.7
Electric Components	119.5	0.3	2.8
Electric Power	110.9	0.2	3.0
Floor Coverings	115.9	0.5	2.7
Fuel Oil No. 2	57.3	9.1	16.2
Foundry Products	113.6	0.4	4.9
Furniture	127.3	0.3	3.7
Gasoline	59.1	3.9	10.3
Generator Sets	129.0	1.2	7.1
Glass	110.0	−0.4	0.9
Glass Containers	113.9	1.2	1.5
Gypsum Products	110.2	−0.6	−2.7
Hardware	119.1	0.3	5.1
Heating Equipment	123.6	0.5	4.4
Industrial Chemicals	116.9	−0.6	14.5
I.C. Engines	112.8	0.1	1.8
Iron	82.8	0	0.1
LP Gas	51.9	−1.0	−4.1
Lumber	127.5	0.2	−4.1
Metal Fabrications	119.2	0.5	6.7
Mixed Fertilizers	109.1	0.2	4.5
Motor Vehicle Parts	108.5	0.1	2.0
Natural Gas	80.1	−5.4	2.8
Office Machines	109.4	0.8	2.9
Paint	129.9	−0.3	16.2
Paper	130.7	0.4	9.3
Passenger Cars	115.8	−0.2	4.1
Petroleum	53.6	6.8	13.6
Plastics	140.7	−0.4	13.1
Plumbing Fixtures	135.8	0.1	6.4
Plywood	111.5	1.8	7.8
Portland Cement	101.7	−0.1	−1.1
Pumps	113.6	0.4	6.0
Residual Fuel	43.5	−0.5	3.8
Rubber	109.2	−1.2	1.9
Sand, Gravel	122.0	0.1	1.6
Sanitary Papers	122.2	0.4	8.2
Soaps, Detergents	119.7	−0.1	7.2
Sporting Goods	109.0	0.8	3.4
Steel Mill Products	114.8	0.3	6.2
Switchgear	118.3	0.3	5.2
Synthetic Fibers	101.3	0.6	6.5
Tires, Tubes	97.2	0.4	4.2
Tools, Dies	112.7	0	2.4
Transformers	115.0	0.4	6.2
Transmissions	120.3	0.3	5.0
Trucks	115.7	−1.2	4.2
Valves	119.4	0.7	7.4
Wire, Cable	147.7	1.2	19.3
Wiring Devices	128.2	−0.1	4.7

At-A-Glance Changes

MUNICIPAL COST INDEX

Last Year 113.4 — Previous Month 117.5 — This Month 117.9

Percent Change By: Month 0.3 Year 4.0

CONSTRUCTION COST INDEX

Last Year 116.9 — Previous Month 118.9 — This Month 118.9

Percent Change By: Month 0 Year 1.7

CONSUMER PRICE INDEX (BLS)

Last Year 116.5 — Previous Month 121.6 — This Month 122.3

Percent Change By: Month 0.6 Year 5.0

PRODUCER PRICE INDEX (BLS)

Last Year 104.9 — Previous Month 110.8 — This Month 111.5

Percent Change By: Month 0.6 Year 6.3

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	708.0	1.4	7.7
Federal Grants	111.5	1.2	7.7
Durable Purchases	30.0	0	7.9
Consumables	48.1	0.2	7.8
Services	444.6	0	27.9
Structures	66.4	0	8.1
Salaries, Wages	347.8	0	6.8
Surplus	56.2	0	−35.8
Employment	14.570M	0.2	2.0

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JULY 1989

AMERICAN CITY & COUNTY

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Dade's Harvey Ruvin: County Leader of the Year

High-Tech Ammo For Law Enforcement

Computer and Software Annual Survey

AMERICAN CITY & COUNTY®

July 1989 Vol. 104, No. 7

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Cover photography by Walter Marks, Metropolitan Dade County, Fla.

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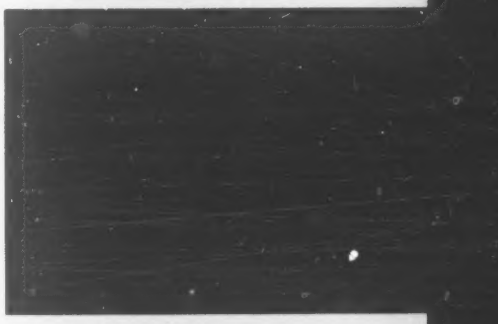

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Policing, Technology Merge

High technology is revolutionizing operations in police departments around the country, *American City & County* Editorial Assistant Jennifer Carlile tells us this month in a section on public safety. Advances in the delivery of police services are staggering. Things that a few years ago would have seemed other worldly are becoming commonplace, such as computer-aided dispatch, DNA analysis to identify suspects, and computerized artistic renderings of the bad guys.

The high-tech law enforcement theme is further carried out in our Information Technology column, where new software systems that aid police work are discussed. Software for document management and record-keeping, coupled with computer-assisted retrieval is improving the efficiency of law enforcement. Technology also is easing life for police officers, putting criminals in greater peril, and giving citizens more of a secure feeling.

One of the most heartening things about the automation revolution is evidence that high technology in law enforcement has not edged out hands-on policing. Osage, Iowa, Police Chief Richard Mobley, whose story appears in the section, is using technology to provide a very personal service to the citizens of his small community. His "Are You OK?" voice processing system that daily checks on the welfare of elderly and shut-in Osage and Mitchell County residents is a highly commendable program.

In Hamilton, N.J., the police department on one hand is entering the computer age, and on the other is going back to the good old days. Police Lt. George Zimmer Jr. says the department is now reviewing hardware and software for a records management program and a computer-aided dispatch system the township wants to use by next fall. The system will have an enhanced 911 capability which may be put into operation statewide in 1990-91. Additionally, the department is looking into mobile data systems for its patrol cars.

But technological innovations aside, the program Hamilton Mayor John Rafferty most likes to talk about is the department's new old-timey foot patrol. Rafferty, an avid *American City & County* reader, wanted to share his township's experience with other public officials who might be interested in doing the same thing.

Resurrecting the walking beat cop in Hamilton cost "not one penny extra," yet has given citizens peace of mind and enhanced the quality of life, Rafferty says.

"Although we've been fortunate as far as crime rates go, Hamilton (population 87,300) is not without a criminal element," the mayor says. "And we continuously look for ways to eliminate that element from our township. We in government must act to deter the 'air' of lawlessness. We must create situations that are unattractive to would-be offenders. We must instill fear in the criminal, and confidence in the citizen. Our foot patrol does these things."

The walking patrol, which puts four pairs of officers on the streets each day, began a few months ago, and overjoyed citizens called the mayor and police chief to praise the program. A typical comment, according to Rafferty, was "My wife and I walked to buy ice cream last night, something we didn't feel safe doing before." Most people had not been victims of violent street crime before, but the fear was there "and the sight of two police officers walking in their neighborhood removed that fear," Rafferty says.

The response of rank and file officers to the program was "fantastic," the mayor says. Officers, who take one week of walking patrol every 10 weeks, said they were happy to be dealing with the public on a daily basis again, and that citizens stop to chat with them about things going on in the neighborhood, keeping them better informed.

Rafferty says the key to the program is proper placement of the foot patrols. They should be assigned to areas with high pedestrian traffic, in older neighborhoods where the police chief says "a walk to the corner store seems like a trip to the Western Front to some citizens," and in high-crime areas.

The program was so popular after a few months that foot patrol assignments were added in shopping centers, says Capt. Michael Maksymow.

"We know from the response from citizens this is what the people want," Maksymow says. "We're flooded with requests to 'put the program in our neighborhood.'" □

—Janette Mitchell

AMERICAN CITY & COUNTY

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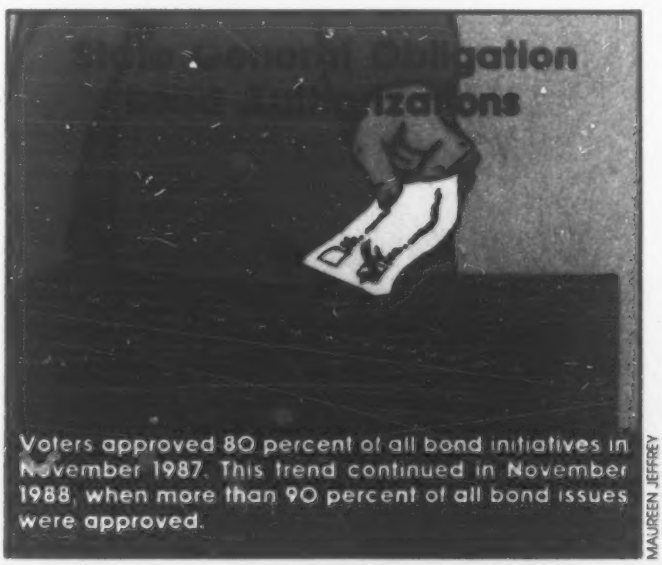
Developments in Infrastructure Financing

By Dennis Golem

Over the past few years, awareness of the nation's infrastructure crisis has increased among state and local government officials as well as the general public. Reduced federal funding levels and limited, insufficient revenue sources have placed the burden of funding infrastructure improvements at the state or local level. Consequently, more states have been developing financing programs to deal with the enormous cost of infrastructure repair.

The main difficulty in financing the capital investment as well as infrastructure maintenance is that the various levels of government assume different responsibilities for each sector. Coordination and cooperation among levels of government will become increasingly important, particularly between states and localities as they strive to fill the federal funding gap.

States have been turning to both general obligation bonds and special tax- or user fee-supported revenue bonds as the financing base for their infrastructure programs. Two of the oldest and most comprehensive statewide infrastructure programs ("Build Illinois" and Connecticut's transportation infrastructure program) depend upon special tax-supported debt issuance. In Illinois, the state's sales tax is pledged to debt service, while in Connecticut, debt service is payable from the state's motor fuels tax and transportation-related revenue.



Voters approved 80 percent of all bond initiatives in November 1987. This trend continued in November 1988, when more than 90 percent of all bond issues were approved.

MAUREEN JEFFREY

Special tax-supported debt generally does not require electorate approval prior to issuance. However, states choosing to finance their infrastructure program with general obligation bonds typically must first gain voter support. Increasingly, there is evidence that the general public will support even multibillion dollar bond levies when a clear benefit to the quality of life is perceived. This perception particularly is vivid as the media are filled with stories about collapsing bridges, toxic landfills and deteriorating water quality.

This growing public awareness of infrastructure needs propelled state general obligation bonds authorizations. In November 1987, voters in Ohio approved $1.2 billion in general obligation bonds for infrastructure improvements. The Texas electorate passed $1.4 billion in state-supported debt for various purposes.

Overall, voters approved 80 percent of all bond initiatives nationwide in 1987, of which a large percentage are for infrastructure improvements. This trend continued in November 1988, when more than 90 percent of all bond issues received voter approval. During 1988, state general obligation bonds were approved in New York ($3 billion), California ($3.3 billion) and Michigan ($800 million), among others.

The restrictions imposed by the Tax Reform Act had a dramatic impact on the volume of municipal bond issues. Long-term municipal debt issues fell by 30 percent during 1987 from $151 billion in 1986 to $105 billion. A modest rebound to $117 billion occurred in 1988.

Even without general obligation issues, which may be constrained by statutory and constitutional limitations as well as voter rejection, states may finance infrastructure improvements through the increasingly popular lease/rental-supported mechanism. Lease/rental-supported borrowing in many states is not constitutionally considered debt. User fees or revenue-supported issues and special tax-supported debt (like those in Illinois and Connecticut) bypass most restrictions applicable to general obligation debt.

Ohio already has issued its first series of $120 million infrastructure improvement bonds to fund local improvement projects through grants. While this first bond issue was designated for grants, loans to municipalities will become a feature in the future. Specifically, by the end of the program's 10th year, 22 percent of the disemburse-ments must be as loans. This will permit leveraging through loan repayments and interest. Bondholder security rests with the general obligation credit of Ohio and is not linked directly to the grant program, which distributes funds on a population-based formula to state districts.

Ohio also is about to begin financing the state's share of seeding the revolving fund authorized by the 1987 Water Quality Act. The state's financing of its 20 percent share will be through the Ohio Water Development Authority, which itself was the prototype for the U.S. Environmental Protection Agency's state revolving fund concept. The establishment of Ohio's Water Pollution Control Revolving Loan Fund marks the shift of wastewater treatment funding from direct federal government grants to a system involving loan repayments. Ohio will make below-market loans to localities from the fund, with loan repayments securing the debt service on the Water Development Authority's bond issue.

Clearly, the financing options available to state and local governments are wide-ranging and most will rely on a combination of techniques. Tax-exempt bonding will continue as one technique that remains a vital component of an overall financing strategy. Despite the restrictions of the Tax Reform Act of 1986 and uncertainties surrounding the U.S. Supreme Court's April 1988 decision overturning the longstanding *Pollack vs. Farmers Loan & Trust Co.*, tax-exempt financing for the majority of public purpose infrastructure projects is expected to accelerate into the 1990s. □

Dennis Golem is senior vice president of Prescott, Ball & Turben, Cleveland.

mian Basin region of West Texas and Southeast New Mexico. The airport is accessed by Interstate 20, Highway 191 and Highway 1788; there is only one landowner whose property would have to be obtained to expand the facility, and no oil wells would have to be moved.

The task force says the airport's existing terminal can be expanded to more than 30 jetway-equipped airline gates. Also, airspace conflicts at the site are minimal.

Midland Mayor Carroll Thomas predicts thousands of permanent jobs would be created once the wayport is operational. "The wayport project could stimulate the economic recovery of the entire Permian Basin to such an extent that our traditional dependence on the oil and gas industry would be lessened greatly, and the local communities could better handle the highly cyclical swings in the price of oil," Thomas says.

Odessa Mayor Don Carter says, "The existing international airport makes much more sense than building a new airport in the middle of nowhere, as some have proposed. The number of available homes in the Midland/Odessa area numbers in the thousands. Construction workers, airline employees, and other wayport employees would find a community easily able to provide any type of housing they desire."

Maricopa County, Ariz.: Groundbreaking ceremonies have been held for the new $22 million Maricopa County Southeast Regional Public Service Fa-

SURVEY SPOTLIGHT

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AC&C Survey

User Blues

Megabytes, disk drives and microchips are not of much benefit to American city and county officials if no one knows how to use them, according to this exclusive survey.

By Tim Darnell, Managing Editor
and Jennifer Carlile, Editorial Assistant

Where cowboys once drove millions of longhorns and cattle through the Lone Star state now lies Coleman, Texas, with a population of about 6,000. Surrounded by tumbleweeds and cactus, the town is 200 miles from Dallas, Lubbock, San Antonio and Austin; the closest metro area is Abilene, a jaunt of more than an hour. High technology, however, knows no distances or boundaries.

For about 11 years the city has used computers for infrastructure planning and maintenance, including mainframes for budgeting, personnel and water applications. But with a tiny town comes a tiny budget. Even as the county seat, Coleman has no plans to buy a geographic information system, computer-aided dispatch or design system, citizens information system, or a scheduling system, and the 1990 computer budget will be about the same as this year.

But the biggest office automation headache Coleman officials have experienced is getting someone to teach them how to use the equipment they do have.

"Granted, we are a rural area, and a little more problematic than most," says city Secretary David Sooter. "But there are not many support people nearby. It's very expensive to send our people off to train and stay out of the office for two or three days. And it costs more than $200 for a vendor to come here and train us.

"You must have support capabilities. You will never get your system's full potential unless all your people are trained."

While some American cities and counties may not be as isolated as Coleman, teaching personnel how to use computers is a major concern among local government officials today. In an exclusive *American City & County* survey, more than 53 percent of local officials surveyed indicated that user training was the key issue facing their department or municipality. And several respondents echoed Sooter's concern.

"When you buy a software package, most companies do not provide a lot of backup and support, especially in rural America," says Douglas Terry, city manager for Standish, Mich. "We spent a lot of money on our utility package, about $15,000, while our payroll and general ledger package cost around $8,000. Sometimes the attitude among the computer companies is 'take the money and run.'"

The annual computer equipment survey was conducted by *American City & County's* Research Division. The sample for the survey was taken from the magazine's primary circulation list; 238 responses were received with a margin for error of 6.5 percent at the 95 percent confidence level.

When designing or installing a computer system, 53 percent used a private consultant, while 44.3 percent did not. Many large cities such as San Diego have established special committees to review proposals and requests for new computers. And while most companies offer instruction on how to use the equipment, properly trained personnel remains an issue.

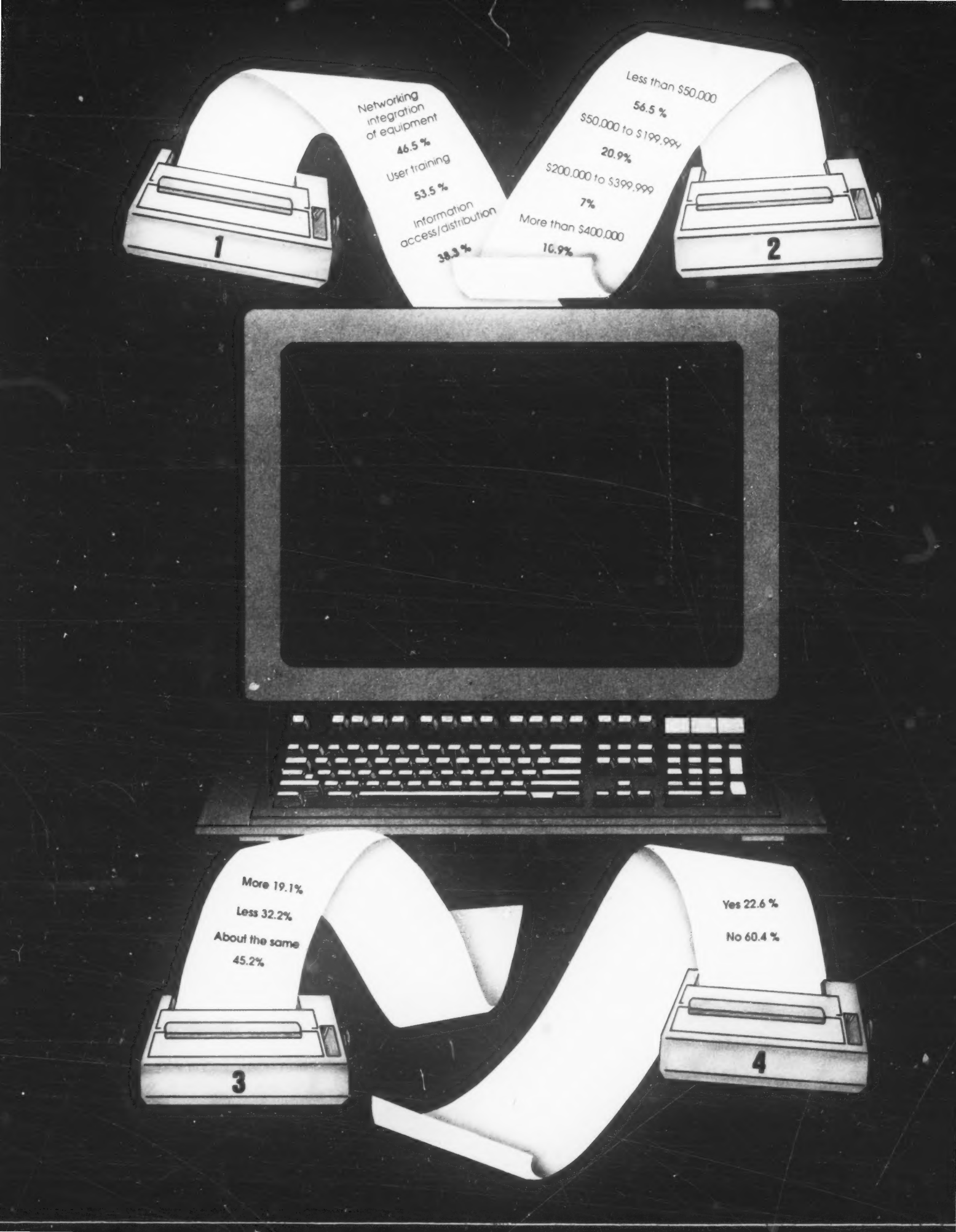
"We have never been in a position where we could afford a consultant," says Curtis Holt, assistant city manager for Cedar Springs, Mich. "There are all sorts of software programs that can run on IBMs; I use MicroSoft, but there are no training programs available."

Part of the problem, especially in smaller communities, is that the personnel running the computers are unfamiliar with a technology-oriented environment. "It is hard for people who know how to run (computers) to understand that people like me did not grow up on computers," says Myron Anderson of the Washinaw County, Mich., Road Commission.

Port Clinton, Ohio's, fiscal manager Jerry Witt agrees. "We have quite a few older women in our department who have not been subjected to computer technology as younger people have. As a result, training has been a big problem for us. The attitude is, 'Well, now that we have this thing, what do we do with it?'"

"Eight companies received requests for proposals when we decided to purchase a system for our police department," says D.A. Smith, town manager

ILLUSTRATIONS AND CHARTS BY PATTI VOSS


1
Networking integration of equipment
46.5 %
User training
53.5 %
Information access/distribution
38.3 %
2
Less than $50,000
56.5 %
$50,000 to $199,999
20.9%
$200,000 to $399,999
7%
More than $400,000
16.9%
3
More 19.1%
Less 32.2%
About the same
45.2%
4
Yes 22.6 %
No 60.4 %

for Warrenton, Va. "The users will operate the equipment 24 hours a day, and training requirements are a must."

Instead of using consultants, some communities are relying on local talent. Joseph Rampala, administrator for Hillsdale, N.J., uses personnel from Bergen County Community College. "We enroll a number of our people in several courses there, enough to justify our participation. We do all of our programming in-house, because of our small size."

Washinaw County has developed its own in-house system, and Standish's $15,000 utility package was custom-made. San Bernardino County, Calif., created its own computerized data bank of test questions used to select county personnel.

"The problems with developing in-house software are that there are no support programs to go with them," says Nadine Lomakin of Information Associates, a supplier of financial and administrative software.

Obtaining instructions for in-house systems may be difficult, but some computer and software companies do offer instructions on their equipment. While some training sessions are held in one location, such as the Pitney Bowes operating seminar this year in Peachtree City, Ga., others such as Diagonal Data feature on-site training, group instructional classes and national user seminars. Management Science America has an on-line support service which allows customers to access current service requests for any company product, bulletins such as tax and regulatory updates, and source codes for any other product.

In addition to training, survey respondents said networking and integrating equipment and access and distribution are other areas of concern.

IBM, which provides hardware for almost 66 percent of cities and counties surveyed, charges the client for instruction depending on the circumstances. "In small to mid-size situations, if we teach them a marketable skill, like programming, we usually charge a fee," says Karen Zinsmeister, an IBM marketing manager. "If it's simply user training, we provide it for free."

But smaller communities mostly are on their own. "When they look at our label, the client may wonder why we didn't provide any free training," Zinsmeister says. "Usually, it's because they did not buy the package directly from us, but through a dealer. In situations where attending training classes is not feasible, I tell them to buy an on-line instruction package."

Some vendors have regional training centers across the country. Hewlett-Packard has about 13 in the United States and five in Canada and Mexico, plus several overseas. It also co-sponsors, with Public Technology Inc., two or three workshops a year in different cities. Digital features 50 different training courses at eight different training sites.

In addition to user training, survey respondents indicated that networking and integrating equipment (46.5 percent) and information access and distribution (38.3 percent) are other areas of concern. "No one has enough time and money to maintain a good user information network," says Chris Meyer, assistant city manager for Fullerton, Calif.

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"We spent a few million on the mainframe this year," says Sharon Wilkinson, administrative analyst in San Diego, "and now the issue is spending money wisely for system development. There is lots of duplication — different departments develop different programs to do the same thing, but no one else can use them."

Accessing information has been a problem for Lyons, Kan., City Administrator Mike Hauptman. "Our water and gas department is about three-quarters of a mile away," he says, "and sometimes we have had a problem communicating. We are not connected by a computer."

Except where the vendor provides free installation and instruction after the sale, training costs money, which opens up a whole new set of issues. Like Coleman's, most budgets for computer and office automation purchases either will remain the same in 1990 (45.2 percent) or will be less (32.3 percent) than this year. While most respondents (56.5 percent) will spend less than $50,000 on new computers and office machines this year, more cities than counties will spend less than that amount. Counties seem to have larger automation budgets than cities; of the 10.9 percent that will spend more than $400,000 on automation in 1989, 56 percent are counties.

"We spent a few million on the mainframe this year, and now the issue is spending money wisely. There is lots of duplication."

Some communities naturally are feeling the ever-present budget crunch, but others just are not experiencing the urge to automate the way they used to.

More than 50 percent of survey respondents have no graphics capabilities, nor plan to acquire any. Exactly 63 percent have no geographic information systems, while another 63 percent have no computer-aided drafting and design systems. Almost 85 percent have no citizens information system, 76 percent have no wastewater systems control program, and 80 percent have no automated water systems control operation.

"We've bought most of the equipment we'll need for the next five years," says Montgomery County, N.C., Manager Gary McCaskill. He will spend less than $50,000 on automation in 1989 because the county already is up to speed using mainframes for budgeting, personnel, payroll, solid waste and water planning. Tybee Island, Ga., did some major purchasing last year. San Diego, even with a massive budget, will spend less on computers this year.

"Our budget will be less this year because we don't have as many areas that need to be upgraded," says Lonnie Roberts, Jeff Davis County, Ga., administrator. Garland, Texas, bought a mainframe several years ago, and now spends money mainly to replace and repair the personal computers. "Most of our capital expenditures are for PCs and minicomputers," says Assistant City Manager Virgil Miller. While the city plans to spend more than $400,000 this year on automation, most of that money is appropriated to buying telecommunications software to go with the Northern Telecom system it bought a year ago.

Among those communities planning to spend more on automation, several have large-scale plans in the works. Fullerton has a five-year capital improvement program, and a seven-year

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automation/data processing plan. With an operating budget of about $750,000, it plans to set up a local area network and a geographic information system.

Despite these long-range plans, Meyer only expects to get five years of service out of any mainframe. "Anything else is free time," he says, "and the manufacturers and vendors use support fees to force you to buy new mainframes."

For cities and counties spending more on computers, where does the money come from? General tax revenues from Danville, Va., residents will help finance a new five-year plan now that the old one has run out. "There is a realization in our organization that we would have to hire more people if we didn't buy this equipment," says City Manager Charles Church.

"But while our council is supportive of this program, because they see where it is going, no one is knocking down our door and begging us to spend more money on computers."

Local economies also determine whether a city or county will have enough funds to buy new machinery. "We have had hard economic times down here," says James Ellum, city manager for Edna, Texas. Money in Flint, Mich., is tight because the automobile industry is sliding downhill, according to City Administrator C.W. Samuel.

Financial and budgeting applications are the more popular uses for micro and minicomputers and laptops. Microcomputers also are widely used (40.4 percent) in police and fire services, while mainframes and minis are more popular for personnel and payroll applications (52.2 percent and 28.3 percent).

But there are many indications that the market will remain active and strong. Total annual expenditures for information technology products in federal, state and local agencies, currently reaching about $30 million, could exceed the $1 billion mark by 2000, according to Atlanta-based INFORUM, which specializes in information technology and distribution.

"If you look at current spending levels and the projected spending growth rate in the federal, state, local and educational markets, it's easy to conclude that the next 10 years are going to offer a tremendous opportunity for technology vendors and quite a challenge for government purchasing agents," says Doug Brooks, chairman of the Government Technology Conference and Exhibition. The event will be held Oct. 3-4 in Atlanta and is sponsored by INFORUM.

FAX Network Ready for Emergencies

Several years ago, the Nuclear Regulatory Commission established timely notification standards requiring nuclear facilities to alert government agencies within 15 minutes of any declared emergency at a power plant. This ruling provided the impetus for Sacramento Municipal Utilities District (SMUD) to revamp its existing warning system, something the utility had been considering for some time.

"We always felt our system was too slow and vulnerable," says Tom Santiago, SMUD's senior telecommunications specialist. "With the ruling, there was no way to communicate with the number of people we had to contact during an emergency within a 15-minute timeframe."

In operation for 30 years, SMUD started out as a hydropower facility before moving into geothermal, photo voltaic and nuclear power. It covers a radius of 30 miles and serves more than 1 million customers.

In the event of any kind of emergency, there are about 17 government agencies in outlying areas that must be apprised of the situation, but there are seven that must be notified immediately and fall into the 15-minute ruling. These agencies are located in three counties and in the state capitol in Sacramento.

Alerting the agencies involves two steps. The first simply is a telephone call. But this must be followed by hard-copy documentation detailing the nature of the emergency and its status. But this second step posed a problem — it could not be executed within 15 minutes using the utility's existing system.

Prior to the ruling, SMUD employed a manual relay system using Group I and Group II facsimile machines to transmit information. The system simply involved one machine talking to another machine sequentially, until all the machines had talked to each other. The process was time-consuming; in some cases, it took as long as 30 minutes. Another drawback was that if one machine malfunctioned, the entire network failed.

With this in mind, SMUD asked for presentations from some leading facsimile manufacturers. After extensive evaluation, SMUD selected NEC as its vendor. The new system would link a facsimile terminal to a fax switch that would multiply each transmission line four times, resulting in the creation of multiple lines for broadcasting simultaneously. This provided the much-needed simultaneous transmission to the seven required locations in under 15 minutes, and provided an eighth line for a fax the utility would position at one of the seven locations for its own use. It would serve to communicate back to the power plant to confirm receipt of the transmission.

Should there be an emergency, SMUD's warning system works like this: the operator in the power plant control room, after evaluating the situation, sends a signal to the emergency operations center. Without operator assistance, automatic transmissions of documents are forwarded simultaneously over dedicated phone lines at the eight remote locations.

If, within five minutes the power plant's control room has not received confirmation that the first message was transmitted, the technician flips a rocker switch sending a second signal to the plant's technical support center just down the hall. This data is transmitted to the same eight locations.

"This is strictly a dedicated system, whose purpose is to be on standby for any kind of emergency," Santiago says. In addition, the utility is investigating sending transmissions over a microwave network, which is more secure and not as easily disrupted during a regional emergency. "This way, the system will have even greater reliability," Santiago says. □

Details about an emergency can be transmitted in less than 15 minutes through the fax network.

Donald Marchand, dean of the school of information systems at Syracuse University, has been involved in an 18-month study of state government spending on technology commissioned by the National Association of State Information Systems. After completing this study, Marchand is planning another for the National Association of Counties to determine the amount of technology purchased by that segment of the local government market.

Government technology "is a huge market and the potential is enormous," Marchand says. "It is a market that a lot of people are just discovering is worth investing in."

But perhaps the most significant awareness occurring in local government today is that, no matter how sophisticated the technology is, people are the most important component, which may explain why many American city and county officials are concerned about a properly trained and motivated workforce.

"Automation is just a tool; the key is the individual," says Rampala. "We have a growing awareness of the proper role of automation in the workforce. The emphasis is not so much on the automation and software, but on the worker. The individual's personal and professional development is still the centerpiece." □

SCADA System Monitors, Processes Data

A computer and radio transmission system enabling personnel to receive and process information faster is being installed by the Southwest Florida Water Management District.

The two-way system will allow for the control of remote equipment from a central location. The district awarded a contract to Sierra-Misco, Berkeley, Calif., to install the supervisory control and data acquisition system (SCADA).

A pilot program will feature selected sites for a trial system. The initial program should be completed by the end of summer, while the entire project should be completed within five years. The SCADA network will consist of about 150 data collection terminals transmitting information over long distances.

Selected information automatically is collected on the status of rivers, lakes, monitor wells, weather system and water control structures. Each site will have monitor equipment and a transmitter to report information back to a central computer.

District employees in the field will be able to use a portable computer and telephone to monitor the communication system. Information will be available immediately to allow the district to make faster, more effective decisions.

Daily collection of important information will help in forecasts of water conditions such as shortages and flooding. The SCADA system is designed for future expansion to meet the district's needs.

The company's Wide Area Network Data Acquisition software, which enables computers to exchange information over long distances, will be incorporated into the system that, when finished, will extend across 16 counties in west central Florida. The telemetry will monitor and manage surface and subsurface water in an area extending north to Levy and Marion counties, south to Charlotte County and inland from the Gulf of Mexico to Polk, Highlands and Sumter counties.

The region is inhabited by 3.3 million people, with thousands moving into the area every year. □

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The **Municipal Cost Index** continued its steady rise, this month rising 0.4 percent to 118.4. The **Construction Cost Index** experienced the smallest gain, 0.1 percent to 119.0. Both the **Consumer Price Index** and the **Producer Price Index** rose 0.7 percent, to 123.1 and 112.3 respectively.

Portland cement rose 0.9 percent from last month, while asphalt rose 1.7 percent to 95.5. Concrete products increased to 110.8. Office machines fell 0.7 this month, and electronic components fell 0.2 percent to 119.3.

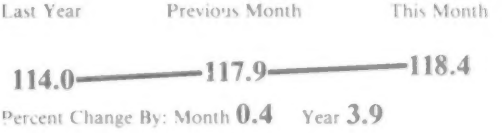
—Compiled by Tim Darnell

MOST RECENT MARKETBASKET

	Current Index	Percent Change From: Most Recent Month	Last Year
Air Conditioners	117.4	0.2	4.4
Apparel	113.5	0.4	3.4
Asphalt Roofing	95.5	1.7	3.0
Ball Bearings	125.7	0.2	13.2
Coal	94.2	0.5	−1.4
Communication Devices	104.3	0.5	1.9
Concrete Products	110.8	0.2	1.0
Construction Machinery	116.0	0.3	4.4
Diesel Fuel	62.9	9.0	17.6
Electric Components	119.3	−0.2	2.6
Electric Power	111.3	0.4	3.4
Floor Coverings	116.0	0.1	2.1
Fuel Oil No. 2	60.0	4.7	12.8
Foundry Products	114.0	0.4	4.8
Furniture	127.6	0.2	3.3
Gasoline	70.6	19.5	24.3
Generator Sets	128.8	−0.2	7.0
Glass	110.0	0	0.8
Glass Containers	116.3	2.1	3.7
Gypsum Products	108.7	−1.4	−2.7
Hardware	119.2	0.1	5.7
Heating Equipment	124.8	1.0	5.3
Industrial Chemicals	117.8	0.8	14.0
I.C. Engines	113.2	0.4	2.2
Iron	82.8	0	0
LP Gas	52.8	1.7	−2.4
Lumber	128.2	0.5	−4.0
Metal Fabrications	119.8	0.5	6.1
Mixed Fertilizers	108.8	−0.3	3.5
Motor Vehicle Parts	108.9	0.4	2.0
Natural Gas	81.6	1.0	1.1
Office Machines	127.6	0.2	3.3
Paint	130.5	0.5	16.5
Paper	131.3	0.5	8.4
Passenger Cars	113.2	−2.2	1.7
Petroleum	58.6	9.3	19.3
Plastics	141.3	0.4	10.7
Plumbing Fixtures	136.7	0.7	6.9
Plywood	111.3	−0.2	9.0
Portland Cement	102.6	0.9	−0.6
Pumps	114.2	0.5	5.8
Residual Fuel	47.3	8.7	16.8
Rubber	109.1	−0.1	2.2
Sand, Gravel	122.6	0.5	1.4
Sanitary Papers	122.5	0.2	7.4
Soaps, Detergents	120.2	0.4	7.5
Sporting Goods	109.1	0.1	3.6
Steel Mill Products	115.2	0.3	4.9
Switchgear	118.3	0	5.0
Synthetic Fibers	104.0	2.7	8.0
Tires, Tubes	97.1	−0.1	3.6
Tools, Dies	112.9	0.2	2.5
Transformers	115.3	0.3	6.5
Transmissions	120.2	−0.1	4.4
Trucks	117.3	1.4	5.7
Valves	119.6	0.2	6.6
Wire, Cable	147.3	−0.3	19.3
Wiring Devices	129.1	0.7	4.8

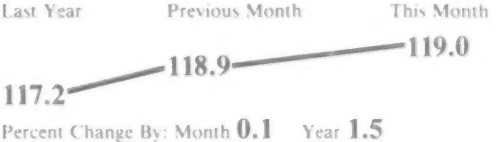
At-A-Glance Changes

MUNICIPAL COST INDEX



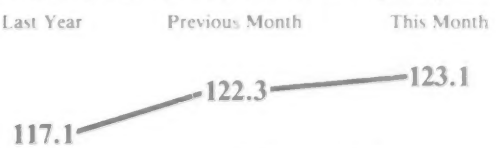
Percent Change By: Month 0.4 Year 3.9

CONSTRUCTION COST INDEX



Percent Change By: Month 0.1 Year 1.5

CONSUMER PRICE INDEX (BLS)



Percent Change By: Month 0.7 Year 5.1

PRODUCER PRICE INDEX (BLS)

Percent Change By: Month 0.7 Year 6.1

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	708.0	1.4	7.7
Federal Grants	111.5	1.2	7.7
Durable Purchases	30.0	0	7.9
Consumables	48.1	0.2	7.8
Services	444.6	0	27.9
Structures	66.4	0	8.1
Salaries, Wages	347.8	0	6.8
Surplus	56.2	0	−35.8
Employment	14.570M	0.2	2.0